TORONTO WATERFRONT CHARRETTE

BLUEPRINT FOR THE FUTURE

A REPORT TO THE AGENCIES, PROPERTY OWNERS AND RESIDENTS OF METROPOLITAN TORONTO

SPONSORED BY

Ontario Professional Planners Institute

Ontario Association of Architects

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Preface

This is an unusual period in Toronto's history. The political climate, high public interest and development investment in the Toronto waterfront appear to be begging for a comprehensive vision we all can get behind -- a vision that will set the pattern of use for the waterfront for at least the next fifty years.

The Toronto Waterfront Charrette, September 13 - 17, 1989, was a five day event that focused on the creation of a vision for the metropolitan Toronto waterfront. Twenty-five professionals with international experience in waterfront planning and development came to Toronto to take part in creating that vision. This report contains the final recommendations and designs prepared by the Charrette teams.

The Toronto Waterfront Charrette was organized by the Ontario Professional Planners Institute, the Ontario Association of Architects and the Ontario Association of Landscape Architects as a contribution to the future of their community. The organizations believed that the regulations and the regulatory bodies involved along the waterfront have made it almost impossible to come to a concensus on the future form of development for the lakeshore. Some truly dynamic ideas are needed to spark clear future action.

A charrette is a 24-hour-a-day study to reach a tight deadline. Because this intense working atmosphere generates a dynamic exchange of ideas and synergy not possible in an extended design process, the charrette format was chosen by the associations for this waterfront study. Five teams were created; each with a minimum of five international experts focused on a designated area of Metro Toronto's waterfront:

- Western Beaches/Etobicoke Waterfront
- Exhibition Place/Ontario Place
- Port Lands/Central Waterfront
- Lower Don River Valley
- Eastern Beaches/Scarborough

The teams were supported by locally-based architects, landscape architects and community planners, along with experts from a variety of disciplines whose knowledge was required to develop a meaningful result (coastal engineers, environmentalists, etc.). All those involved volunteered their time to participate.

The Charrette teams were also able to reach out to the Toronto community. On Thursday September 14, there were presentations to the teams by public agencies and other major interests along the waterfront. These were followed by Roundtables where members of the communities directly being studied -- public agencies, business interests, residents' groups -- sat down with team members to express their own views about the future of their piece of the waterfront. There was a phone-in show on Friday morning, September 15, where the public was invited to share their ideas on the future of the lakeshore. A major symposium was held on Saturday September 16. The speakers included several of the invited international team

members who shared their experience in the planning and design of waterfront projects. A number of local developers had the opportunity at that time to present their waterfront proposals and respond to questions from the audience.

In the end what we have produced is a statement about achieving a **"clean, green and accessible waterfront"**. We know full well that the greater the support and interest, the greater the chance for the successful revitalization and reuse of such an important asset. We thank all of our participants and supporters for their commitment to help make it happen.

Charrette Steering Committee
October 1989

Toronto Waterfront Charrette Founding Organizations

The Ontario Professional Planners Institute (OPPI)

The OPPI represents the voice of 2,027 planners in the province of Ontario. The Institute aims to reflect the planning concerns of the province, establish links with the government on issues related to planning, and enhance the understanding of the planner's role in public and corporate affairs. It conducts continuing education programs and special events on topics of current interest. The OPPI is an affiliate of the Canadian Institute of Planners.

Ontario Association of Architects (OAA)

The principal objective of the OAA is to regulate the practice of architecture in accordance with the Architect's Act in order to protect and serve the public interest. It is also responsible for licensing architects, and no one may practice architecture in Ontario unless licensed by the Association. There are approximately 3,500 licensed architects in Ontario. The OAA also maintains standards of knowledge, skill and professional ethics among members and promotes public appreciation of architecture and the allied arts and sciences.

Ontario Association of Landscape Architects (OALA)

The OALA represents over 600 practicing landscape architects in Ontario. It is one of the largest autonomous groups of landscape architects in North America and together with provincial and regional associations, makes up the Canadian Society of Landscape Architects (CSLA).

Toronto Waterfront Charrette Team Members

EASTERN BEACHES/SCARBOROUGH WATERFRONT

Team leader, Tom Zarfoss, Chairman of the Board, William Benke Associates, Ohio.

Team members: Ann Breen, co-editor Waterfront World, Washington, D.C.; Richard Krauss, urban designer, Arrowstreet Inc., Somerville, MA; Dr. William Smith, science advisor, Science Council of Canada; Hennie Wolff, executive director, Visual Arts Ontario.

EXHIBITION PLACE/ONTARIO PLACE

Team leader, Christophe Caron, urban designer, GIUM, Montreal.

Team members: Ray Braun, Senior VP, Economics Research Associates, Los Angeles; Ron Filson, architect, Eskew Vogt Salvato & Filson, New Orleans; Helene Fried, cultural planning consultant, Helene Fried Associates, San Francisco; Roy Mann, president RMA/Texas Landscape Architects and Planners Inc.

PORT LANDS/CENTRAL WATERFRONT

Team leader, Joan Busquets, head of Urban Planning Department, Barcelona.

Team members: Joseph Gray, director of planning, City of Portland, Maine; Nan Griffiths, department of architecture, Carleton University, Ottawa; Dan Hanganu, architect, Hanganu Architects, Montreal; William Roberts, architect/ landscape architect, Wallace Roberts & Todd Architects, Philadelphia.

LOWER DON RIVER VALLEY

Team leader, Thomas Wang, landscape architect, Sasaki Associates, Boston.

Team members: Ian Ferguson, chief of planning & development, Environment Canada Parks; David Lee, urban designer and transportation specialist, Stull and Lee, Boston; Steven Peterson, architect/ landscape architect, principal Peterson/ Littenberg Architects, New York; Athena Tacha, sculptress, Ohio.

WESTERN BEACHES AND ETOBICOKE WATERFRONT

Team leader, Laurie Olin, landscape architect/urban designer, principal in Hanna/Olin Ltd., Philadelphia.

Team members: Andrew Lynch, architect, Lydon Lynch Ltd., Nova Scotia; Jon Lucy, marine recreation specialist, Sea Grant Marine Advisory Services, Gloucester Point, VA; Mary Miss, artist, New York; Harriet Saperstein, head planner, Detroit Recreation Department.

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The Toronto Waterfront Charrette would like to thank its sponsors and supporters:

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Overview

One of the neighbourhood representatives stated our objectives simply:

"The waterfront should be green and clean and accessible".

As visitors to Toronto we are impressed by, among other things, a marvellous transit system that structures development and a superb park system. That park system is to us particularly interesting. River valleys are essential elements in that system. The rivers flow into the lake, but the river valley parks are cut off from the waterfront by artificial intrusions. These intrustions should disappear or be bridged. **The waterfront, green from end to end, should be a continuous integral extension of the rest of the parks.** We have paid particular attention to the Don River Valley, and its difficult connection to the lake.

"Cleaning" the waterfront, largely beyond our purview, **is a regional environmental problem that will require regional solutions.** This will take 10 to 20 years. But those changes in the waterfront that we, and others, foresee will also take 10 to 20 years. The "cleaning" and "greening" should go forward together.

The waterfront is man made, it is an "artifact", some of the waterfront which is most admired is landfill, and we believe that further landfill is desirable, to insure the greening of the waterfront. We make specific recommendations as to its extent and location. We recognize that past landfill has not been "clean"; that must be corrected before landfilling continues. **We believe it to be inevitable, and desirable, that in the future many more people will live close to the waterfront.** That private development will exist partly because of public investments in the waterfront, and the public should act to protect what it has created. Social equity should be insured; a mix of income groups is essential. Private buildings should not block public access to the waterfront, visually or physically. Specifically, and among other things, buildings should not be built "broad side" to the lake; medium rise buildings reaching towards the lake are best. Tall buildings are acceptable, if widely spaced and located at points of emphasis. There are lessons to be learned, both positive and negative, from the buildings along Queen's Quay.

The important thing about the Toronto Waterfront is that there is a city behind it but access to the waterfront is difficult everywhere. The city, west of the Don River is cut off by railroads and expressways, east of the Beaches it is cut off by steep bluffs. The Etobicoke waterfront is interrupted by public marinas and private properties; both access and continuity must be sought by a variety of devices. Exhibition Place, a special waterfront asset, has special problems; connection to the city behind it should be an essential aspect of future development. In Scarborough, lack of access in the past can be turned into an asset; a narrow continuous park at the foot of the Bluffs should be accessible primarily from the immediate neighbourhoods, and by people on foot or bicycle.

The neighbourhoods along the waterfront should be a "normal" part of each city. To the greatest extent possible the "urban fabric" should extend close to the shore; there should be a broad mix of useful facilities and employment opportunities.

The Transit Commission should anticipate light rail transit in both directions along the waterfront.

Most great cities have one or more great central places. **We see Toronto's central place as spectacular: the "harbour-piazza", framed by the quays, the islands and the industrial waterfront.**

Beyond the harbour the "spit" is a natural sanctuary that needs special protection.

We take it as "given" that between the harbour and the city centre the Gardiner Expressway must disappear. Diagrammatically, we suggest that the present arrangement of the Gardiner and Lakeshore Drive be turned upside-down, that the Gardiner be depressed below a broad, at-grade, tree-lined avenue that is a ceremonial entrance to both the city centre and the waterfront.
Replacing the Gardiner will require a large public investment. This should be matched by the quality of the private investment around it. **Both public and private investment should be guided by an urban design plan; this work aims to be a first approximation of such a plan.** Planning the future of the Gardiner and the area around it should be tackled immediately. It is already late in the game.

We hope that our drawings and observations contain some fresh insights. But they are mostly a mixture of local ideas, some of them longstanding, that we believe deserve more attention. For the cities and the region this is a time to stand back and assess past failures and successes. But that assessment should not be prolonged. **We hope that an agency and a process is soon created that can make plans and assemble the monies to implement them, which will be responsible for the waterfront from west of Etobicoke to east of Scarborough, and which will be responsible to the variety of local interests for which the waterfront exists.** The tensions between these two objectives will not surprise citizens of a democratic society.

We appreciate our opportunity to share in the speculation on Toronto's future.

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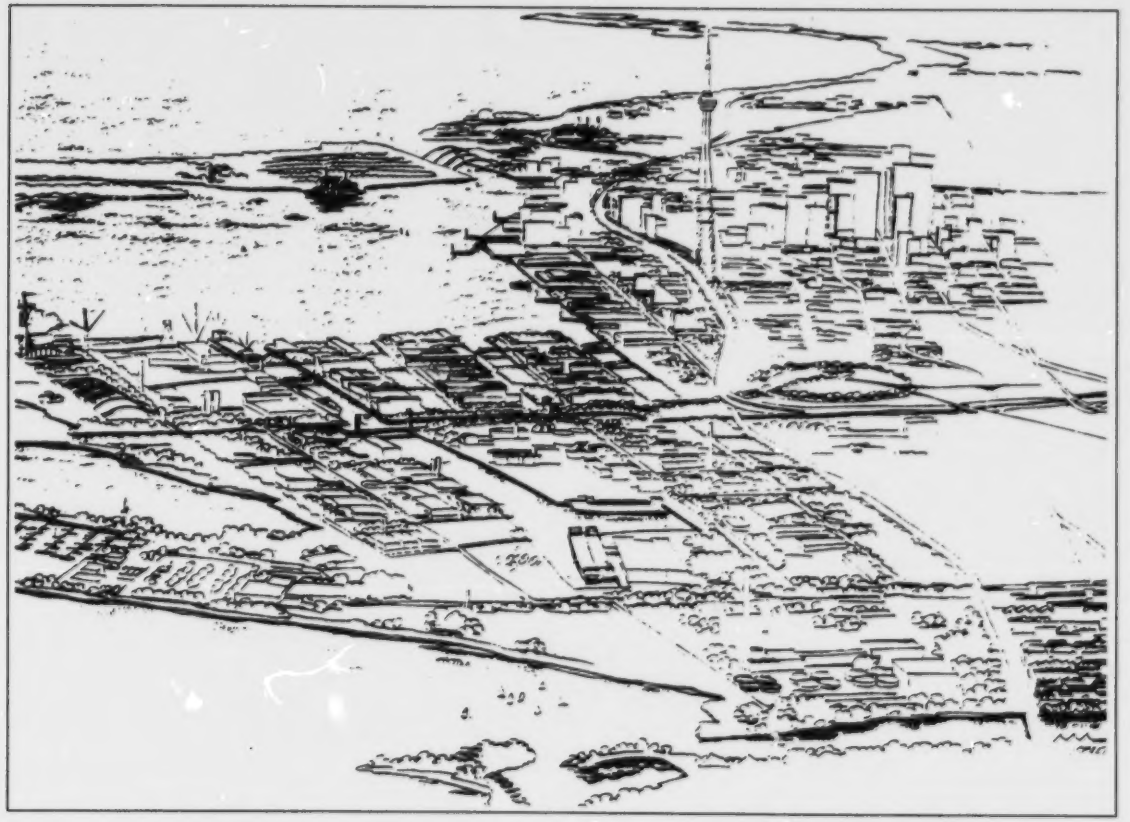
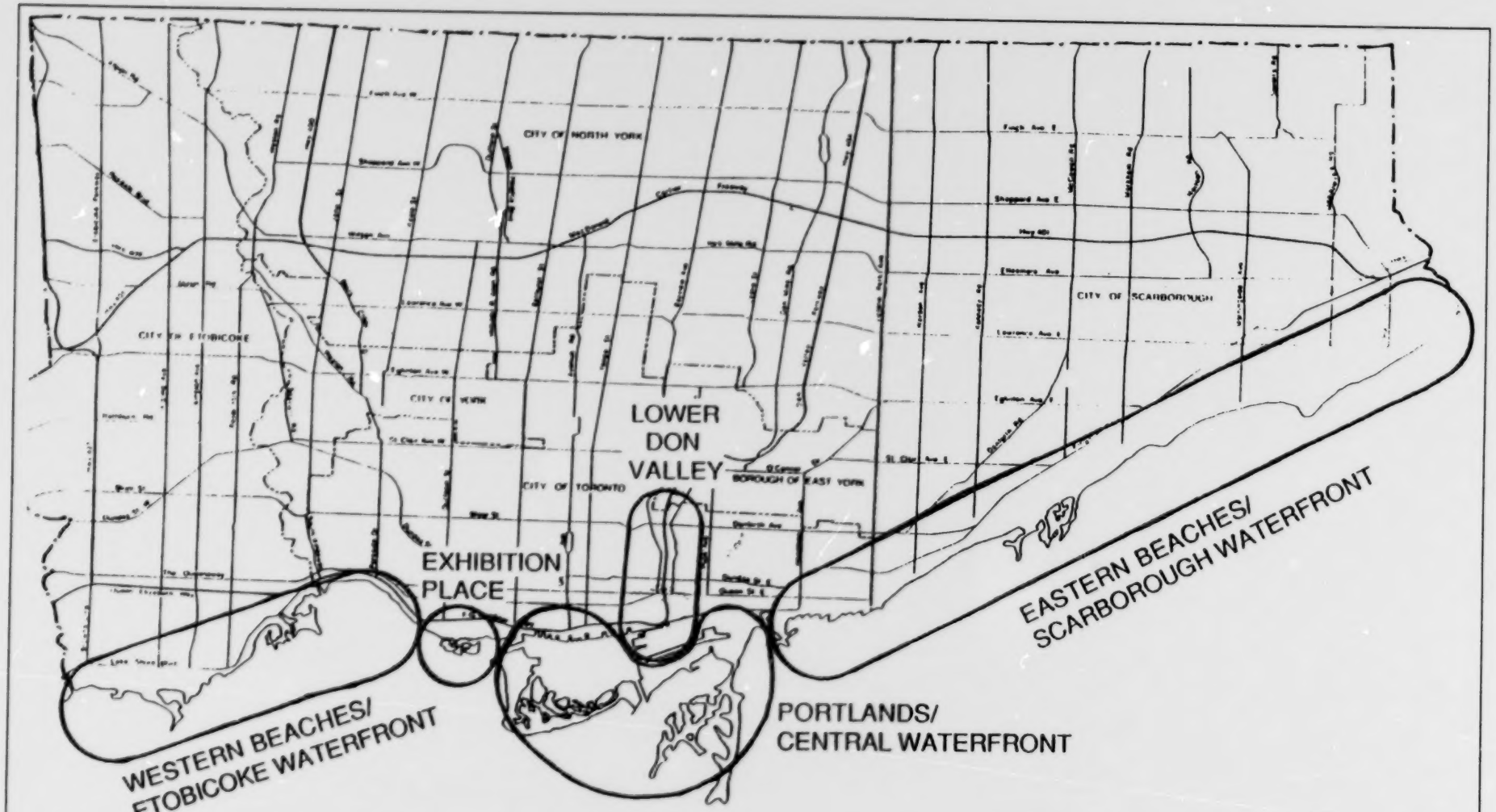
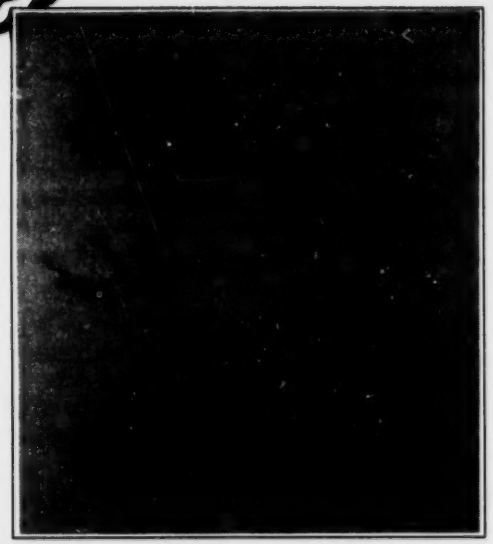




TORONTO WATERFRONT CHARRETTE

1 WESTERN BEACHES / ETOBICOKE



The Western Beaches and Etobicoke: Creative Continuity for a Discontinuous Situation

INTRODUCTION AND PROBLEM STATEMENT

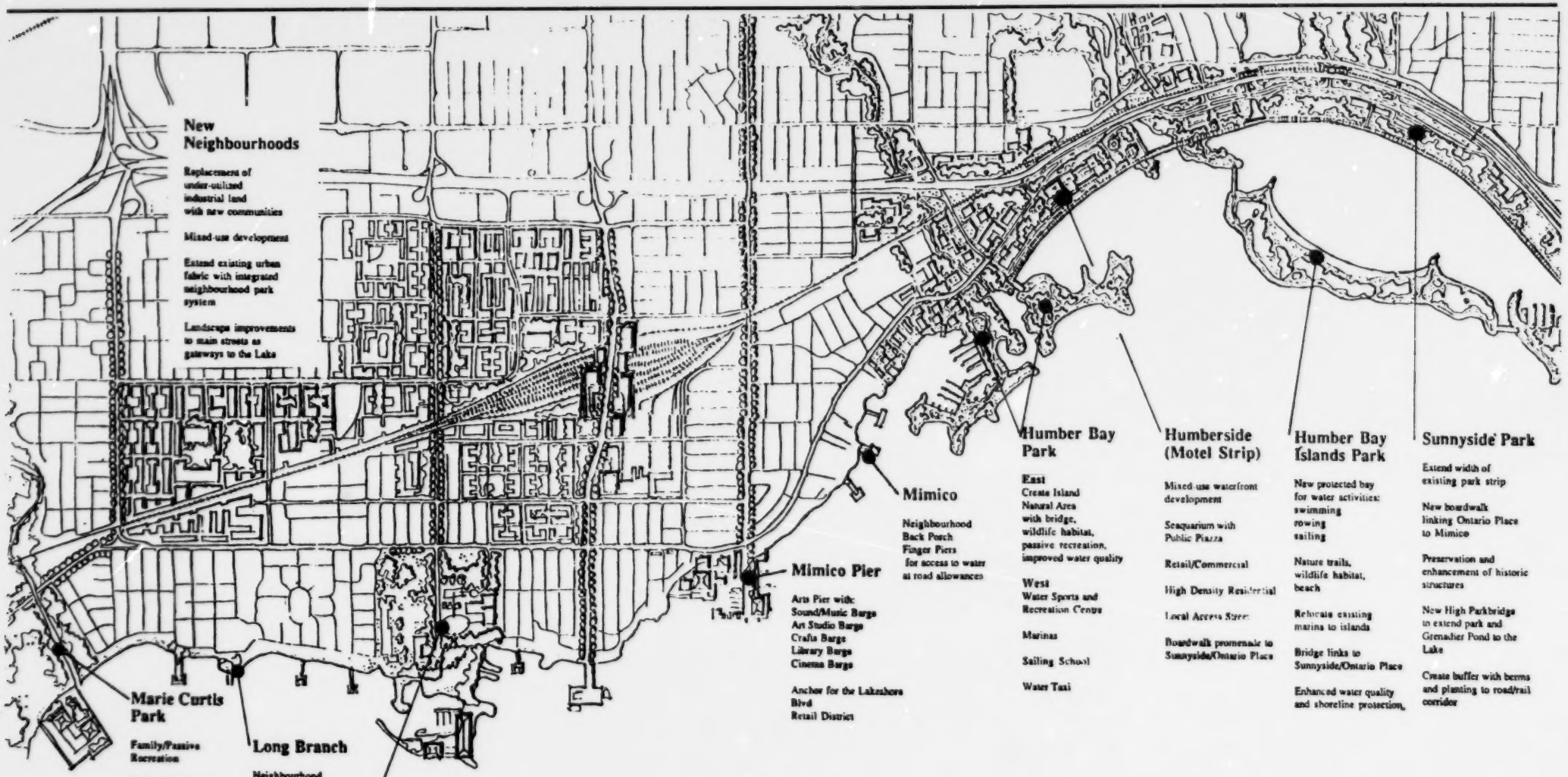
The Waterfronts of Etobicoke and the Western Beaches have a hundred year old history which is well documented in numerous plans and studies. This history shows a slow growth from an outlying district of Toronto summer homes through its development into suburban housing and parks. It shows a village which started with a few families and grew to almost 300,000 residents. It shows a blurred edge of several old communities blended into a city without a centre. It is still a village, a good place to live and work, but with an unrealized waterfront edge.

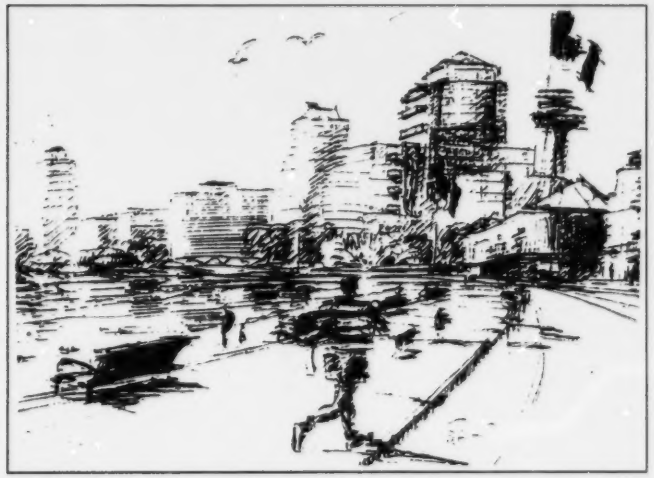
Today, from the regional perspective the western edge of the region is a sleeper -- an area ripe for development, or possibly inappropriate development. There is an exciting opportunity and challenge for those concerned with the best use of this irreplaceable resource: the limited shoreline. As the pace of change increases in this area, conflicts between individual property rights and community needs will escalate. It will be very difficult to resolve these issues and ensure that in the long run, the community's rights to enjoy diversified and varied opportunities on the waterfront prevail.

The Western Beaches area shows as a green strip on the map. Actually it seems to be a rather sterile stretch of open space cut off from connections north and west. There are only limited connections to High Park and itsrelated neighbourhoods north, or west to the rest of the Etobicoke community.

Etobicoke needs an articulated vision of what it wants for its waterfront, one which fits the nature of this community -- this large and relatively well functioning village in the urban web of Metropolitan Toronto. This vision should also blend appropriately with the regional system of waterfront development so that the entire stretch of 13 kilometres becomes an exciting system of parks and links, not an unintegrated set of individualized sites. For the foreseeable future, these green areas should alternate with residential development including limited high density (and therefore some high rise new housing) and older individual family housing already in place.

Most important to any planning is the need for improved and continuous circulation of people. This requires continuous but diverse mechanisms penetrating into the community as well as along the shoreline itself. All alternatives need to be considered in a single approach aimed toward eventual continuous connection: trolley/light rail, major vehicular streets (such as Lakeshore Blvd), improved pattern of localized streets which take advantage of street ends opening up to the water, bicycle


New Neighbourhoods
Replacement of under-utilized industrial land with new communities
Mixed-use development
Extend existing urban fabric with integrated neighbourhood park system
Landscape improvements to main streets as gateways to the Lake
Marie Curtis Park
Family/Passive Recreation
Public Boat Launch
Fishing Pier
Water Taxi
Expanded into adjacent industrial land
Gateway to improved Etobicoke Creek Corridor
Long Branch
Neighbourhood Back Porch
Finger Piers for access to water at road allowances
Samuel Smith Park
Educational/ Sports Emphasis
Humber College new campus in existing buildings
Recreation Centre indoor swimming pool boating and water taxi
Relocate proposed residential to adjacent under-utilized industrial area
Mimico Pier
Arts Pier with: Sound/Music Barge Art Studio Barge Crafts Barge Library Barge Cinema Barge
Anchor for the Lakeshore Blvd Retail District
Mimico
Neighbourhood Back Porch
Finger Piers for access to water at road allowances
Humber Bay Park
East
Create Island Natural Area with bridge, wildlife habitat, passive recreation, improved water quality
West
Water Sports and Recreation Centre
Marinas
Sailing School
Water Taxi
Humberside (Motel Strip)
Mixed-use waterfront development
Seaquarium with Public Piazza
Retail/Commercial
High Density Residential
Local Access Street
Boardwalk promenade to Sunnyside/Ontario Place
Humber Bay Islands Park
New protected bay for water activities: swimming rowing sailing
Nature trails, wildlife habitat, beach
Relocate existing marina to islands
Bridge links to Sunnyside/Ontario Place
Enhanced water quality and shoreline protection
Sunnyside Park
Extend width of existing park strip
New boardwalk linking Ontario Place to Mimico
Preservation and enhancement of historic structures
New High Parkbridge to extend park and Grenadier Pond to the Lake
Create buffer with berms and planting to road/rail corridor



routes and clearly marked pedestrian pathways with new crossovers between now separated parks, and ferries and water taxis between major park nodes.
While it would be ideal to have a continuous connection at the water's edge, the present fabric of the community does not allow this to be developed in the near future. Creative continuity can take place east and west penetrating the waterfront at appropriate places, both at green park sites, street-end access points, new piers (or fill structures) at the ends of major arterials, and required public access structures and esplanades at any new development site. Connections can be visual as well as physical and will require symbols and signage throughout the community.

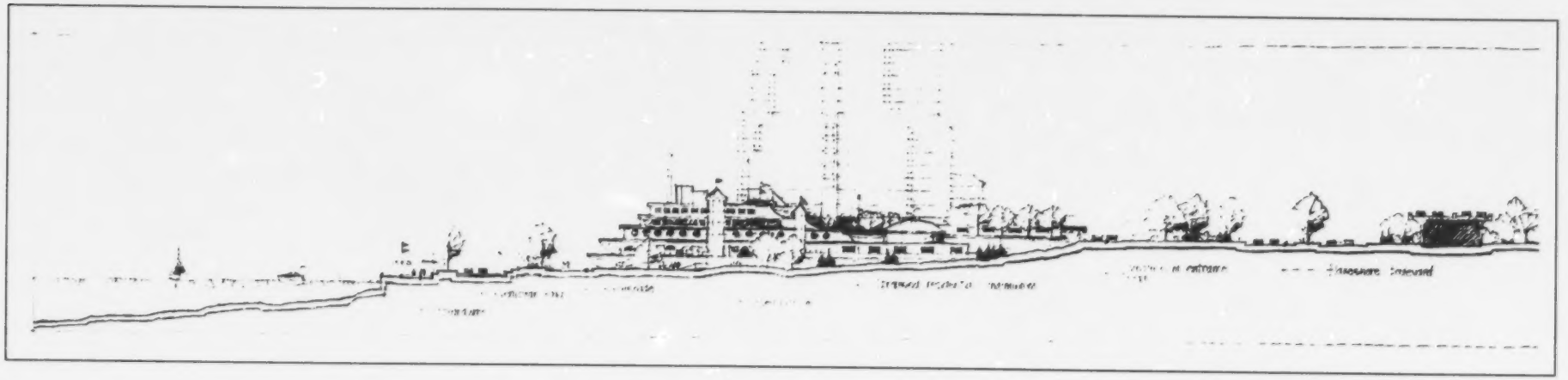
AREA DESCRIPTION

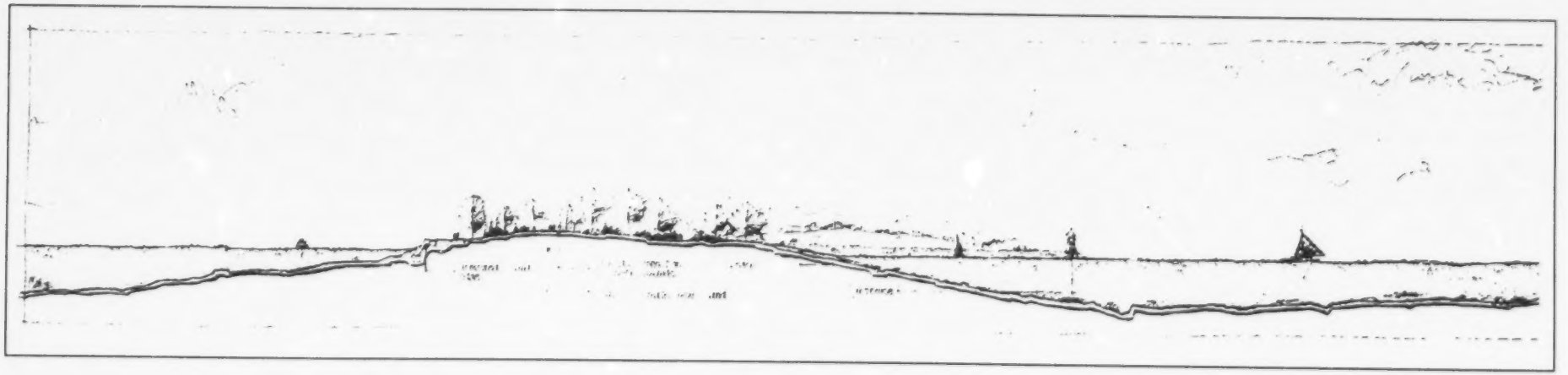
Today, the City of Etobicoke and the Western Beaches are cut by horizontal swaths of old industry, of rail lines, of highways, of major through-streets, of commercial streets. The water's edge and traditional housing areas stand separated and separate from the rest of the community and from the rest of the region. There is no visual connection and barely any functional connections between the parks and the community except at the Humber Bay Park entrances. The newest park developments (on landfill) -- the two Humber Parks, and Marie Curtis Park-- have or will have facilities for interpretive, educational and water based activities. More active recreational programming is scheduled for Col. Samuel Smith Park. But in between are unconnected and little known pocket parks scattered among neighbourhoods of long-standing private housing. It will take a long time to make connections, but connections are absolutely necessary.

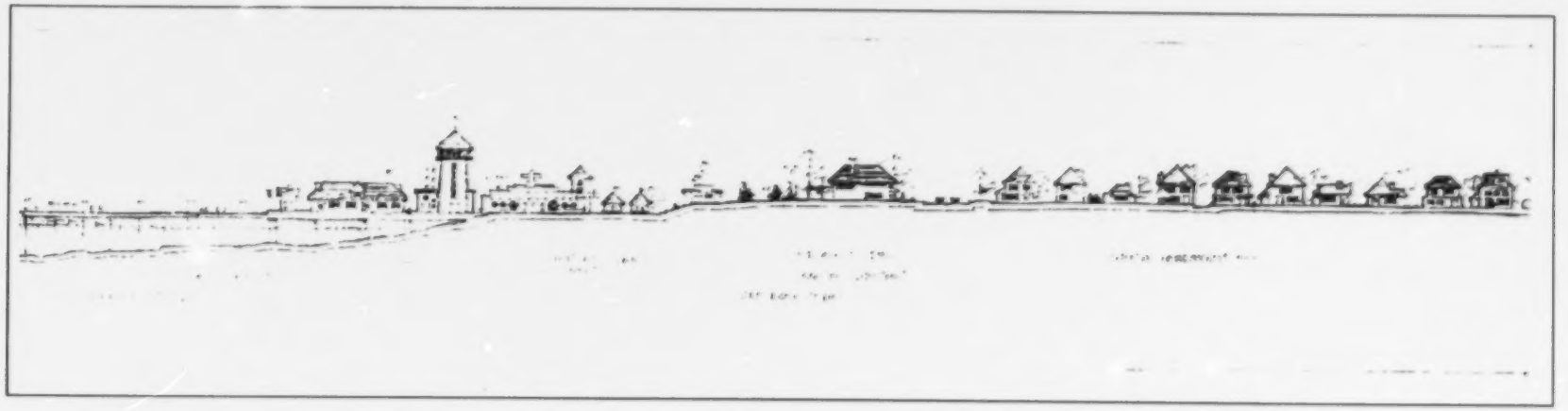
I. Western Beaches:

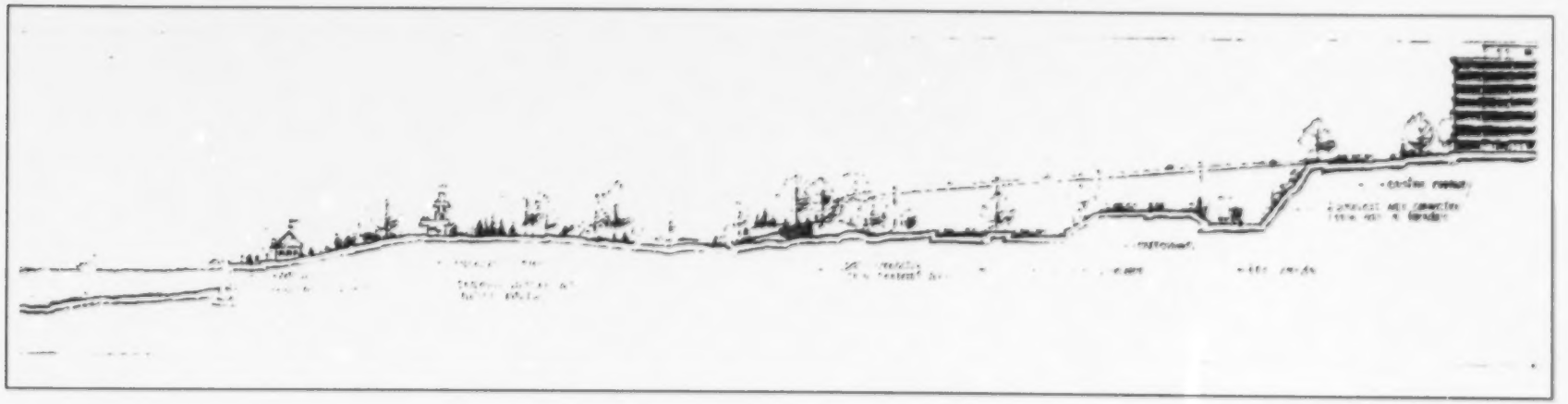
The area from the Western Beaches to the western edge of the Humber Bay Parks includes Sunnyside and the problematic Motel Strip. Two major proposals have been accepted by the City of Etobicoke, one for a major mixed-use development with high density, high-rise luxury condos and related retail centre, and the other for a major new public amenity: the Aquarium. The constraints and opportunities related to these proposals direct us towards a circulation strategy which includes a continuous East-West promenade and boardwalk with new major pedestrian bridge connections between the river park corridors to the north and newly expanded breakwater islands offshore. Both new private elements and public developments should be strung along an improved esplanade and its connections.

Locating the Aquarium, a major public amenity, in the Western Beaches Area could act as a major positive force. However, the presently recommended location within Humber Bay Park East disrupts the appropriate use of this highly successful natural park, and directs the development in the wrong direction. We therefore recommend that the facility be located slightly less than a kilometre to the east in the Motel Strip Area. There, the transportation and parking requirements could be more easily met and the development will positively impact the area rather









than act as a disruption. Its closer proximity to the anticipated high density developments in this area would create a more viable node and benefit the proposed new retail facilities. Instead of being located in a naturalisolated enclave, the Aquarium would then be in a more traditionally active area and one which might better be able to serve the expected million visitors per year.

II. Etobicoke:

West of Humber Bay Park to Marie Curtis Park, the land is controlled by a large number of individual residential home and apartment house owners alternating with multiple levels of government. Creating a sense of continuity in this area requires a very different strategy -- one which respects the community concerns for family and work as primary affiliations while still fostering more openness and opportunities at the water's edge.

To extend this valuable community fabric requires two very different scales of amenity: one appropriate to small neighbourhood streets already opening onto the water and the other utilizing and improving major arterials which end at major shoreline parks or proposed new urban activity areas on the waterfront.

We propose strengthening the neighbourhood street ends opening to the water and making them visually and functionally *"community back porches"* on the lake. Thus those who are not located on the scarce built-up waterfront sites still have a variety of access points to the water. These community back porches are small in scale, and designed for individuals, families or friends to enjoy the waterfront atmosphere rather than programmed for group activities. They are stops on a bicycle ride or a walk rather than vehicular destinations. There are no special parking facilities or encouragement for cars.
Back at the first major cross-street (e.g. Lakeshore Blvd) will be a specific and repeated symbol -- perhaps a blue light and banner -- to let individuals in the area know the location of the street-ends as well as the activity structures and major park nodes which open onto the water. A related symbol will be repeated at the water's edge, making it clear that wherever there is a "blue light" is water, wherever there is a "banner" is an activity structure, wherever there is a "sign" is a park node with a variety of activities. Along the arterials, street trees and other symbols should also penetrate north, to green up the entire community as well as create "gateway streets". On a recognizable level, reflecting the scale of the facility, symbols will help make the water become a part of the land fabric just as the land becomes part of the water experience.

RECOMMENDATIONS

- Expanding on the best of what is in this area and adding some new concepts which could be put in place, we would like to recommend approaches to creating connections through enhancement of present and new facilities, as well as the creation of physical connections whenever possible.

- The enhanced "green parks" along the edge should be tied into north-south connections crossing under, over, around the barriers (whatever is necessary) to bring recognition of the waterfront into the land as well as physically extend the land into the water.

- These may include new fill-based sites but emphasize more open and accessible street-end extensions and pocket parks as "community back porches on the lake". Some of these street-end sites are small and have only low intensity use and create vantage points and activity nodes where people can gather in small numbers to share pleasurable moments at the water's edge. They will complement existing and larger regional parks along the shoreline.

- When appropriate docking facilities exist or can be developed, the sites can be linked by water (private boats, water taxis, etc.). Otherwise the linkage must be by land at the first major east-west street, and move toward the edge as more shoreline property becomes available for public access.

- New "urban structures" should be developed creating cultural/activity sites along the edge and over the water. These extend directly from the north-south streets and some may connect east and west. Some of these are large with high intensity use, such as the Aquarium and commercial/retail areas related to adjacent new, often high density housing. Some of these have specific recreational functions and overlap with the major green parks.

- The use of boats, barges, ferries and water taxis at developed piers and regional parks should be expanded. The barges can become programmable facilities which move among the largest parks and commercial activity nodes. The ferries and water taxis provide opportunities during the warm season to move people between park and shoreline urban activity areas which then become more desirable destinations via water. Eventually, commuter hydrofoil service might connect these areas to one another and to downtown Toronto on a more extended basis.

REGIONAL ISSUES

There are a number of issues which can neither be solved locally or even discussed in a local context and require regional policy development and action. Some of the more important issues affect water quality and public health.

- Pollution, sediments and nutrient input from river and stream drainage basins negatively impact the beach and limit activities at public park sites.

- Storm sewer outfalls and direct sewage discharges across and into the near shore waters inhibit water contact activities (i.e., swimming) after every heavy rainfall.

- The heavy density of waterfowl (Canada geese and seagulls) along the lawn areas of beaches and parks create health hazards as well as preventing full use of the park sites.

While adults may be able to work around the fecally littered areas, this situation is particularly unhealthy for small children who often play on the ground.

While these are difficult problems to solve, they must be faced if enhanced use of the waterfront continues to be a commonly held goal.

FINAL VISION

Opportunities must be sought to create a patterned and connected overlay of activity sites, green sites, and water sites. This web of alternatives would utilize platforms and extensions over the water for docks and piers as well as more traditional fill, with special emphasis on the smaller street-end sites as community back porches.

This will acknowledge and articulate a new vision of public access rather than conflict with already proposed park enhancements and with the utilization of the intensely developed housing and recreation areas necessary for balance in a total system.

Back from the waterfront it is essential to develop visual symbols, and signage which tell you how to find the waterfront -- and what's there when you arrive. This could be part of a larger system of neighbourhood definition for different neighbourhoods in Etobicoke.

If the edge is developed only as an edge and not as integral part of the Etobicoke community and its life, it will not be as successful as a part of the larger regional system, nor satisfy the community residents. If the edge only reflects today's needs, and not tomorrow's possibilities it will not be as successful for the community, nor satisfy the region's waterfront needs. As the situation is so discontinuous it will take many examples of creative continuity to develop a linked system which will wake up the western water's edge and create a new and exciting waterfront for all.

2 EXHIBITION PLACE / ONTARIO PLACE

"Whatever sense of greatness, regard for beauty, or zest for life a people possess in common, is reflected in the ways they have arranged their immediate habitat to match their enthusiasms. Our cities - the full cross-section of them - show what we are as people."

Edward Higbee, from his book The Squeeze

DESCRIPTION OF THE AREA

The Exhibition Place/Ontario Place area is recognized for its regional and national public attractions. It is also adjacent to Parkdale, an active urban neighbourhood.

The southern edge of the area under examination is the lakefront. Immediately to the north is an industrial zone. Further north is an area of factories and warehouses being progressively converted to new uses, including design and communications-related enterprises, light industry, upscale retail, and some housing.

To the west is the older residential community of Parkdale, whose population is ethnically diverse and predominantly composed of low to lower-middle income tenants. The eastern edge of the area is bordered by the Railway Development Lands and the new affordable residential neighbourhood of Harbourfront.

The area is bisected by a major transportation corridor which includes both railway lines and the Gardiner Expressway. The presence of this corridor has physicallyand socially isolated the CNE Grounds and Ontario Place, and minimized normal north-south street connections to adjacent neighbourhoods and to the CBD.

Despite the undertaking of several major urban development projects -- the CN Tower, Harbourfront and the SkyDome -- the physical barrier of the transportation corridor has effectively inhibited the evolution of our area and its integration as an active, mixed-use part of the City.

STATEMENT OF PROBLEMS

The primary problems of the CNE Grounds and Ontario Place are by and large the same as those affecting Harbourfront, and include the following:

1. The area lacks a strong street grid that would allow normal east-west and north-south links to surrounding areas.

2. The result of this first problem is a generally incoherent urban fabric, a spotty and incomplete built form along potentially viable streets, limited access to and underutilization of the waterfront as a major urban resource.

3. Weak physical and functional links between the CNE Grounds and Ontario Place result in an unrealized synergy between these major institutional uses.
4. The transportation corridor has given rise to a visually unattractive and blighted environment, and discouraged major new investment that might allow the creation of a critical mass of traditional, complementary land uses and services that could support and nourish the two institutional components.

5. There has been an inadequate response, in terms of programming and new facilities and amenities, that could make CNE/Ontario Place competitive with such major new public attractions as the Eaton Centre, Queen's Quay Terminal, Canada's Wonderland and the Convention Centre. This has led to a public perception of stagnation and decline in our area.

6. The various parks and other public open spaces from the Western Beaches to Queen's Quay are poorly defined and disconnected, difficult to access for the public, and generally lacking in amenity and support services and facilities.

7. There is a significant amount of unused or underused land in the area.

STATEMENT OF POTENTIAL

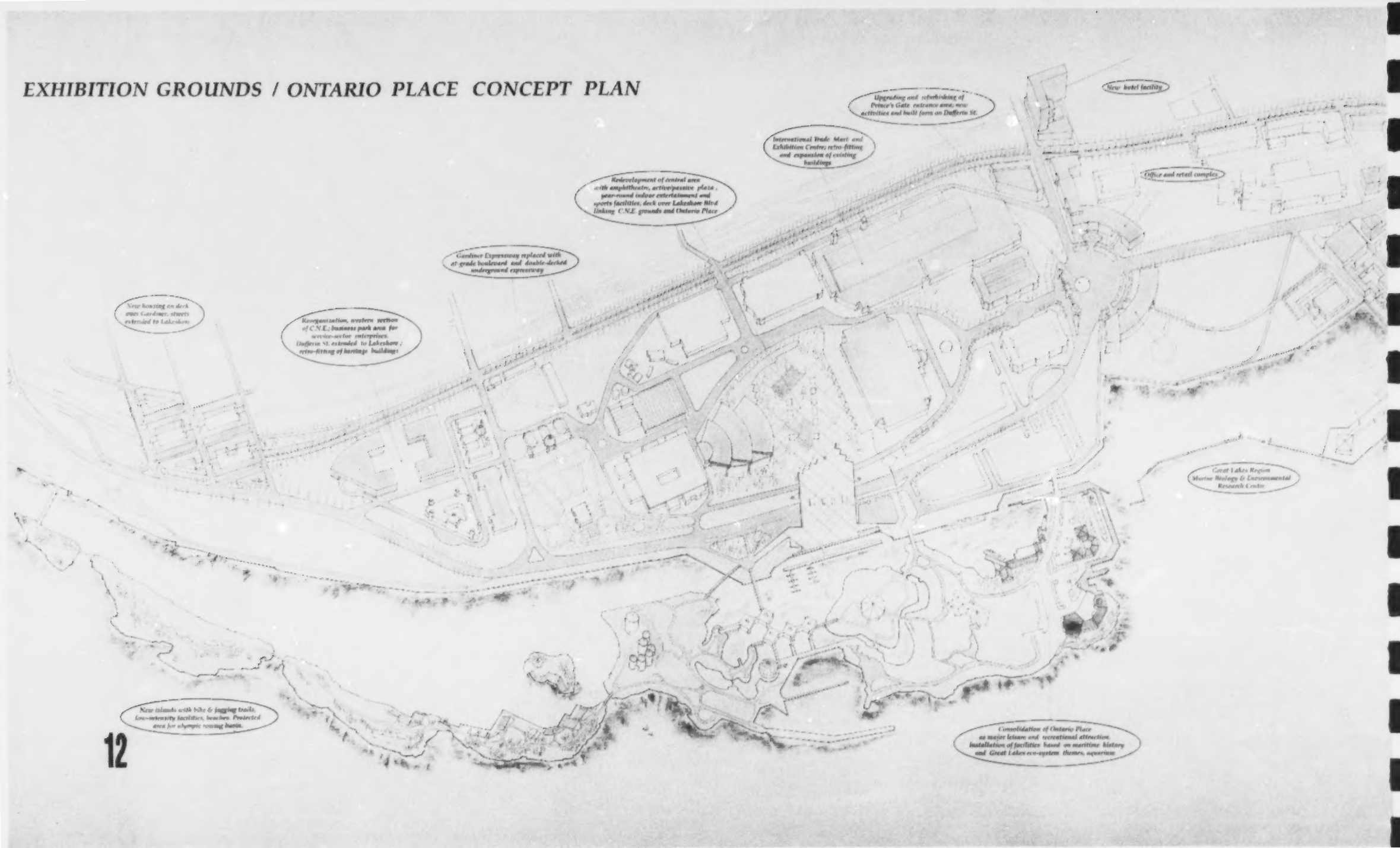
The CNE Grounds/Ontario Place area has an enormous potential to be redeveloped as a distinctive and urbane district within the City. New investment should seek to build upon the existing resources, exploiting the CNEGrounds' potential to become a major economic and trade showcase for the region and the nation.

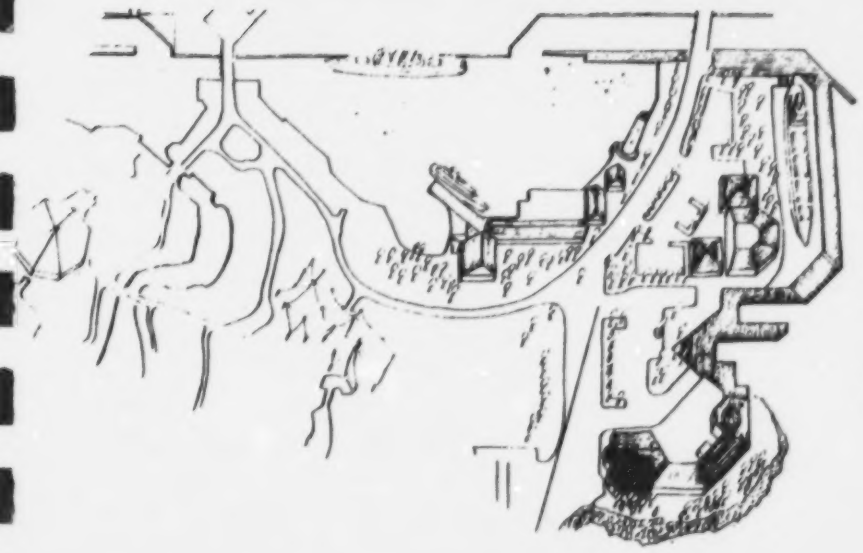
The recreational and leisure-oriented nature of Ontario Place needs substantial reinforcement, and both of the sites need to develop physical and cultural programmes that would make them viable on a year-round basis. The two sites need to be physically connected in a much more significant manner if a synergetic relationship is ever to develop.

Numerous buildings need to be retro-fitted and, in some cases, enlarged to accommodate state-of-the-art exhibition and entertainment facilities. Unused and underdeveloped lands need to be targeted for new facilities or for complementary land uses, such as mixed-income housing, retail, office buildings and hotels.

The key element in making the area viable involves the establishment of a strong street grid and urban fabric that would integrate the CNE/Ontario Place district with its

EXHIBITION GROUNDS / ONTARIO PLACE CONCEPT PLAN


Upgrading and refurbishing of Prince's Gate entrance area; new activities and built form on Dufferin St.
New hotel facility
International Trade Mart and Exhibition Centre; retro-fitting and expansion of existing buildings
Office and retail complex
Redevelopment of central area with amphitheatre, active/passive plaza, year-round indoor entertainment and sports facilities, deck over Lakeshore Blvd linking C.N.E. grounds and Ontario Place
Gardiner Expressway replaced with at-grade boulevard and double-decked underground expressway
New housing on deck over Gardiner, streets extended to Lakeshore
Reorganization, western section of C.N.E.; business park area for service-sector enterprises. Dufferin St. extended to Lakeshore; retro-fitting of heritage buildings
Great Lakes Region Marine Biology & Environmental Research Centre
New islands with bike & jogging trails, low-intensity facilities, beaches. Protected area for olympic rowing basin.
Consolidation of Ontario Place as major leisure and recreational attraction. Installation of facilities based on maritime history and Great Lakes eco-system themes, aquarium



surrounding environment, particularly with Parkdale, the industrial and business district immediately to the north, and with the nascent residential area of Harbourfront.

This latter objective can only be accomplished, in our opinion, by resolving the problem of the transportation corridor. In our view, this requires the conversion of the Gardiner Expressway into a major, prestigious boulevard, with regional traffic channelled in an underground expressway.

This would allow the creation of a significant gateway to Toronto, and would stimulate investment in land that is potentially among the most valuable in Canada's largest city.

RECOMMENDATIONS

The concept plan for the CNE Grounds and Ontario Place sector is based on the following major principles and objectives:

1. Designation of the area as a Special Development District;

2. Modification of the vocation of the Exhibition Grounds with the creation of a state-of-the-art, world-class International Trade Mart, similar to existing facilities in Frankfurt and projected ones in Madrid and Tokyo;

3. Re-use of substantial parcels of the unbuilt space of the CNE Grounds, particularly in the western area, in a Business Campus environment, for enterprises whose activities would be synergetic with those of the International Trade Mart;

4. Integration of new cultural, entertainment and recreational facilities, using space available both at the Exhibition Grounds and Ontario Place;

5. Major new residential development, including ancillary activities and amenities such as retail and consumer services, playgrounds, schools and daycare, to the west of the CNE Grounds and at the western edge of Harbourfront;

6. Extension to the waterfront of as many north-south streets as possible, and general upgrading of east-west streets and arteries.

Specific recommendations include the following:

Exhibition Place and environs:

- Preserve and retrofit historically recognized structures.
- Adaptation and expansion of the Coliseum/ Industry/ Sheep and Swine buildings to house the International Trade Mart; inclusion of a new underground parking facility.
- Upgrade other existing trade show facilities, with new, complementary uses, for both institutional and private enterprise.
- Remove Exhibition Stadium and replace it with new covered amphitheatre and plaza. An additional building to the east of the plaza would be a year-round, flexible facility that would allow for entertainment and sports events (hockey, gymnastics, basketball, track and field, etc.).
- Significant improvement of interrelationship between Exhibition Place and Ontario Place, including gateway and deck structure to connect Exhibition Place and Ontario Place.
- Reinforce Prince's Gate as signature arrival point to Exhibition Place; reinforce Dufferin Street with major new hotel, office and retail building (both relating to the International Trade and Exhibition Centre), and a new facility housing a Great Lakes Marine Biology and Environmental Research Centre.
- Improve on-site circulation networks, including side walks and plaza areas.
- Extend LRT and TTC service to the centre of Exhibition Place.
- Strengthen urban animation programming for the transformed CNE Grounds complex, particularly with regard to winter activities (removable outdoor skating rink installed on plaza, ice sculpture competitions, etc.)

Ontario Place:

- Major expanded connection to Exhibition Place with gateway plaza deck structure over Lakeshore Boulevard and parking.
- Improve on-site pedestrian, jogging, biking and cross-country skiing trails on islands.
- Screen service area and isolate with additional development. Move and expand historic Marine Museum attraction to location in lagoon area adjacent, including historic ships, a Laker, Lighthouse, restaurant and other features.
- Generate synergetic animation and out-reach programming between Marine Museum, Aquarium and Great Lakes Marine Biology Centre.
- Provide water taxi service linking new Exhibition Place/Ontario Place attractions with Harbourfront area.

Fort York:

- Recognize importance of Esplanade Avenue extension as key to accessibility and visibility of Fort York.
- Upgrade public open space around the fort site and create pedestrian linkage with proposed new hotel.
- Develop new Visitor Centre as per present plans.

Parkdale Neighbourhood:

- Recognize Parkdale neighbourhood as important part of district.
- Extend neighbourhood south to the lakeshore by decking over Gardiner Expressway.
- Provide additional mixed-income housing opportunities for a range of household types and family sizes.

Parks:

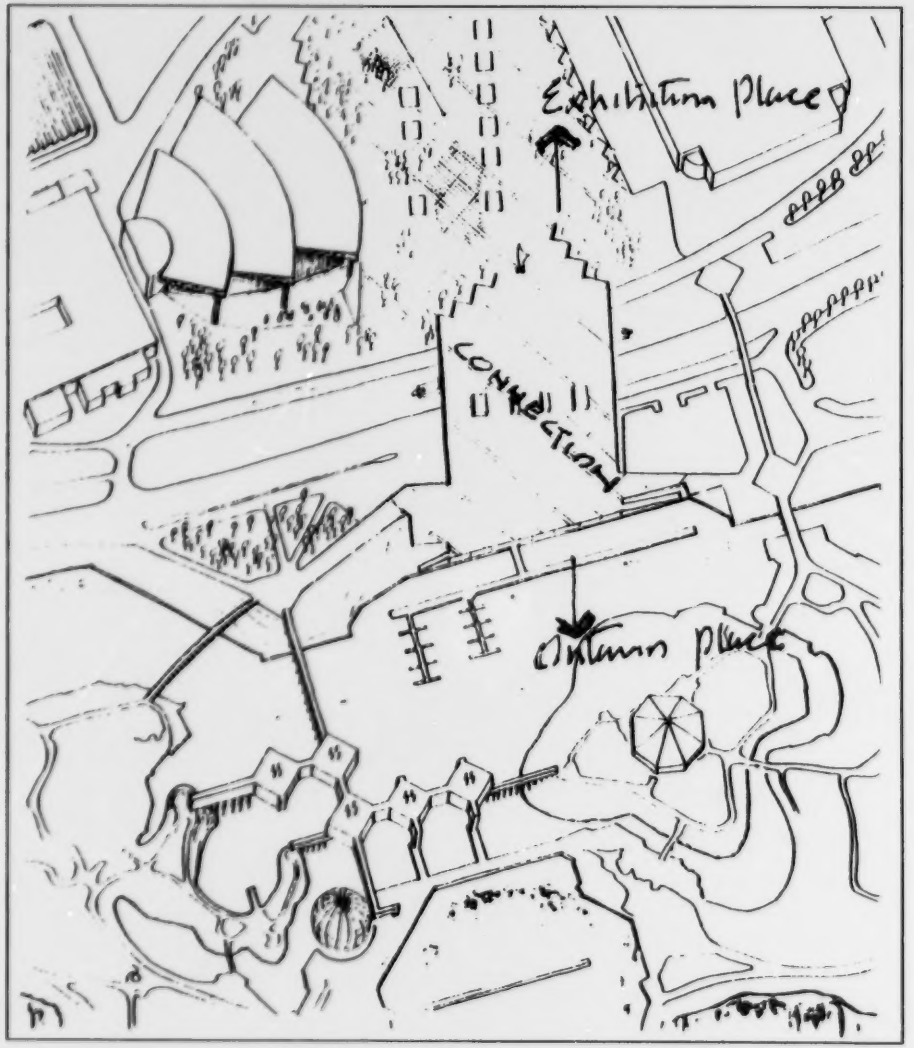
- Develop green park system within east end of the district sequenced together from the waterfront to Coronation Park to Fort York.
- Create a chain of islands west of Ontario Place, providing Olympic-class rowing basin, protected beach areas, jogging, biking and cross-country skiing trails.
- Improve parks west of Exhibition Place as land is available from major road improvements.

New Eastern Waterfront Neighbourhood:

- Create vital new mixed-use zone to connect district to Harbourfront and City core.
- Create substantial new mixed-income housing opportunities for a range of household types and family sizes.
- Redevelop Molson building as a mixed-use project to include ground floor retail shops, offices and housing.
- Create important cultural anchor with adaptive reuse of Canada Malting Building as a complex for multiple cultural programs and related services. Opportunities for potential components include, among others: Museum of Toronto; Children's Museum; Headquarters for Festival of Festivals; Special Collections Museum; Contemporary Art Museum; small to mid-size theatres for performances; related arts and cultural office space; and surrounding open space area providing opportunities for arts and cultural programming.

IMPLEMENTATION

- Public agencies and civic leaders need to recognize this plan area as a major opportunity for investment and consolidation of the urban fabric; designation as a



Special Development District.

- To develop a plan establishing physical and programmatic linkages between major components within the district and with adjacent neighbourhoods and business areas.
- As this district will be noted primarily for major public attractions, we recommend a unifying name.
- Achieve a commitment to intergovernmental ccoperation.
- Establish a Waterfront Programme Council to: develop a cohesive plan for new major events and to coordinate on-going programs along the waterfront area; provide a vehicle to respond to issues of common interest; maintain the distinctive character of each district; and to maximize promotional opportunities and marketing effectiveness.

EXTERNAL INFLUENCES

This plan does not specifically incorporate planning for potential major future events -- Expo 2000 and the 1996 Summer Olympic Games; however, if either of these bids should be successful, the Concept Plan for this district should strive to accommodate either or both.

Facilities should be planned as long-term additions to the city, both economically and culturally, in order to maximize required investments. As an example, the Olympic Village component should be developed to integrate later as a viable neighbourhood within the inner city.
A basic principle of our approach has been to extend the fabric of the City to the water's edge. To achieve this, it has been important to find a resolution of the Gardiner Expressway to allow neighbourhood and downtown connections.

Our Concept Plan envisions an at-grade, six-lane prestigious boulevard that would distribute local downtown traffic to all major feeder streets. Additionally, we propose a below-grade expressway link for regional and through-downtown traffic to replace the existing Gardıner between Strachan Avenue and the Don Valley Parkway.

The expressway would exist as a two-level, stacked expressway with three lanes of traffic in both directions. Downtown-directed traffic would link to the at-grade boulevard west of the CNE Grounds. Downtown traffic using the boulevard should be "tamed" as regards to speed by the installation of traffic lights at intersections with primary feeder streets.
Modest widening of surface thoroughfares and feeder streets in the downtown between Strachan and the Yonge/Bay area complete the system improvements.

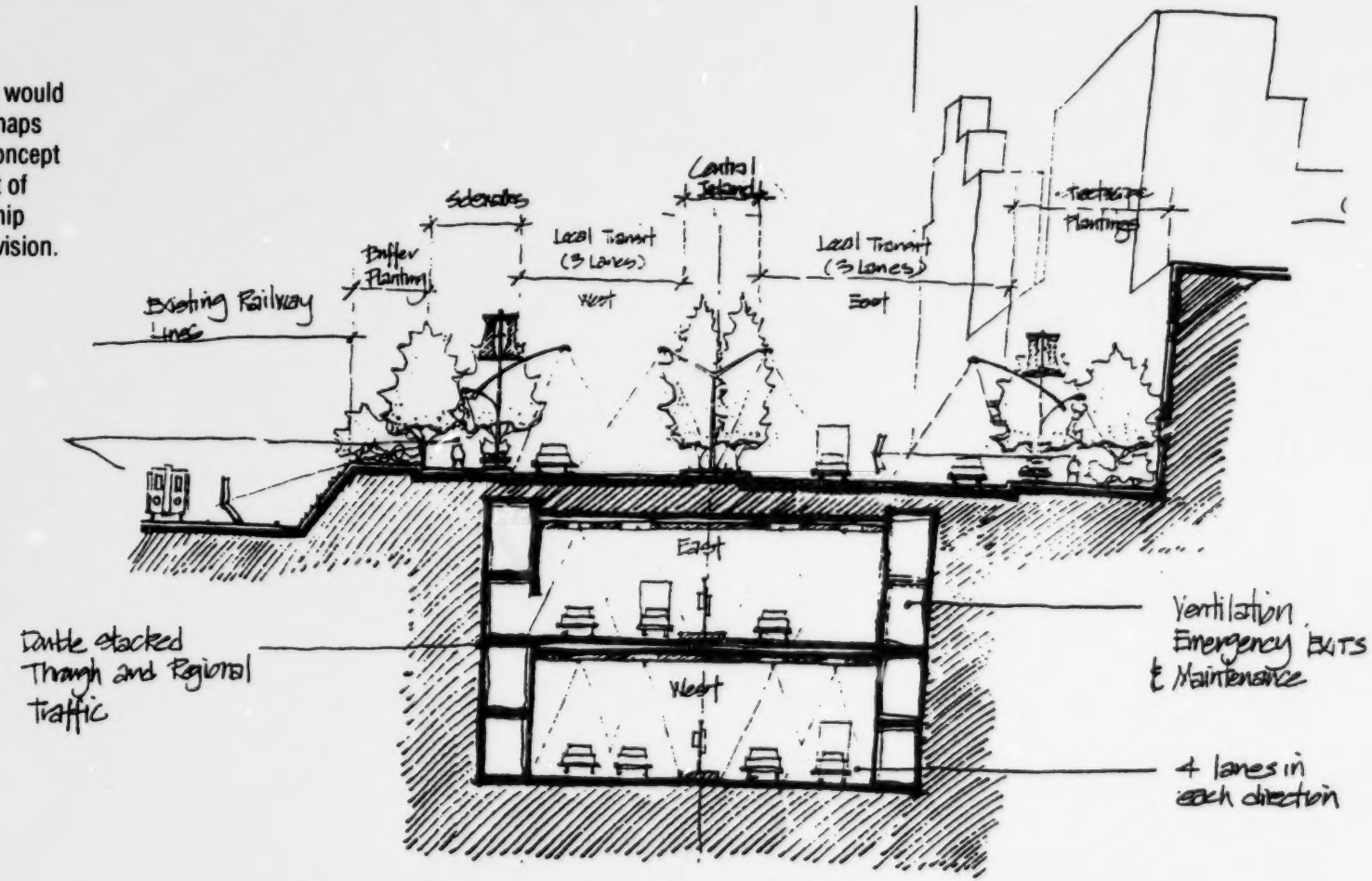
We believe an important link should exist between the Railway Lands and the Exhibition District. Our Concept Plan recommends establishing a new neighbourhood in the eastern part of the district with housing, shops, and neighbourhood activities to accomplish this linkage. On the west of the District we also recommend realigning westbound Lakeshore Boulevard adjacent to the existing eastbound roadway, and extending the Parkdale neighbourhood with housing built on decking over the Gardiner Expressway.

CONCLUSION

We believe there is a real opportunity to create a special new District for the region. In our view this District would have a diversity of environments, facilities, and urban experience on a scope unique in North America.

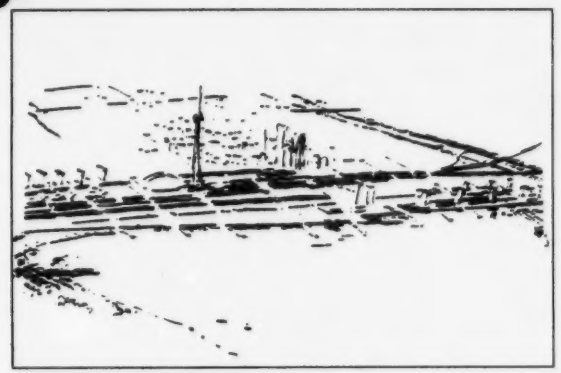
This "Exhibition District" would have a strong blending of specialized land uses and public attractions along with more traditional urban uses such as housing, stores and

neighbourhood services. Existing public attractions would be upgraded and new destinations established. Perhaps the critical factor in achieving the success of this Concept Plan and the promise of the entire waterfront is that of human resources and commitment. Strong leadership and guiding force will be necessary to achieve this vision.



Proposed Boulevard At Grade & Underground Expressway

3 PORT LANDS / CENTRAL WATERFRONT



Introduction

The history of many of the world's cities has begun on their waterfronts, rivers, lakes and ocean harbours. Toronto was at a unique and beautiful spot on the waterfront of Lake Ontario. During its history the waterfront has gone through many transitions, and is currently subject to major pressures for transformation of remaining open lands to be utilized.

Context

The Toronto Port lands and Central Waterfront comprise key transportation/institutional uses as well as mixed recreational, residential and commercial areas. The study area is where Toronto's waterfront began; a centre of water-borne commerce which evolved with the growth of the railroads and the need for close proximity of industry. Changing transportation technologies and diminished port traffic led to a physical decline and migration of traditional uses to more economically viable areas. The waterfront re-awakened as Torontonians came back to the area to live and recreate and the city began to grapple with complex uncoordinated/economic forces shaping its waterfront of the future. The lower Don River Valley, the Port Lands, the Leslie Street Spit, Toronto Island, Central Waterfront including East Bayfront and Harbourfront, comprise the geographic boundaries of the study area.

Study Area Issues

While each area has its own particular land use and design problem, there are certain issues which cut across the study area. These include:

- The negative impact on the surrounding area of the key East/West transit corridors, the Gardiner Expressway and railroad land holdings.
- The lack of North/South linkages between the waterfront and the adjacent downtown business district and nearby residential neighbourhoods.
- The need for clarity, cohesiveness and quality of public open spaces along the waterfront.
- The need for adequate recreational resources to serve the growing residential population within the waterfront and metropolitan region.
- The lack of focus to where the future industrial land uses should be directed within the waterfront core.
- The need to reserve adequate marina berthing space for pleasure boats within the harbour.
- The need for an urban design and streetscape plan to pro vide guidance and context for high quality future develop ment activity along the waterfront.

- The need to safeguard the ecological and biological future of the lakefront.

- The need for a clear public identity for the Toronto Inner Harbour and for the city itself as a true lakefornt metropolis.

Study Area Opportunities

Existing open spaces and sanctuaries on Toronto Island and the Leslie Street Spit anchored by Tommy Thompson Park provide valuable recreational resources.

- The existing open space network, although incomplete, is a beginning point for an urban waterfront open space system.

The Port facilities and supporting infrastructure have the capacity to ensure a continued maritime presence in the Harbour.

- The geographic proximity of the revitalized business district offers a physical setting for creative land use and urban design opportunities to make an urban context of interna tional significance for its unique character.

- The programming success of Harbourfront with cultural and community events has reopened the waterfront by creating a vital and vibrant public place which has many Torontonians realising the value of their waterfront. The physical context must be equal to needs.

Central Waterfront/Port Lands Planning Goals

In the development of a planning framework consensus and vision for the central waterfront emerged which emphasized public access and open space within the core area, and retention of sufficient land area for future industrial and maritime growth in the Port Lands. Central to all discussions in the development of a planning framework was the issue of public and visual accessibility to the waterfront. The challenge to the City of Toronto to resolve the severance of city from lake was a critical point in the planning process.

First - retain opportunities for land conservation, particulary in the outer Leslie Street Spit.
Second - create opportunities for recreational uses, both active and passive, within the Inner Harbour.
Third - identify areas for Port related facilities including pier areas and support space.
Fourth - provide areas for second generation industrial uses for research and development.
Fifth - identify locations for a mix of housing types.
Sixth - recommend a viable long term plan for East/West movement, both rail and roadway, through the central waterfront as well as its distribution within the corridor and downtown business district.
Seventh - insure that future development within the Inner Harbour will enhance the water quality.
Eighth - recommend a streetscape concept which will result in a pedestrian scale and environment within the Inner Harbour.
Ninth - suggest a series of urban design principles which will reduce the density of mixed use development within the Inner Harbour.

Concept Plan

The principles enunciated by the study group have attempted to unite the waterfront with the city. **Paramount to achieving this concept has been the study team's conclusion that Toronto's Inner Harbour should be viewed as a piazza with unique Canadian characteristics combining the natural wilderness environment of the Island and Spit with the dynamics and qualities of an urbane landside international city.** We have sought to suggest the need for a strong planning framework and urban design guidelines to ensure that the quality of future development relates to the surrounding natural and man-made environments on a human and pedestrian scale.

The people of Toronto understand this. They know the fragile nature of this asset which, if defiled, will become a liability but, if respected, can be nurtured as an eternal asset for everyone to enjoy. They understand the opportunity this moment offers their city. They must accept nothing less than the best that the public and private sector can do. That is what the study team has sought to achieve.

1. Retention of the Leslie Street Spit as a land conservation area with passive park improvements

2. Continued primary use of Toronto Island as a recreational resource. In the short term the Toronto Island Airport would be retained. Over the long term the airport would be relocated to a new outer harbour location and the present site used for active recreational activities and cultural uses.

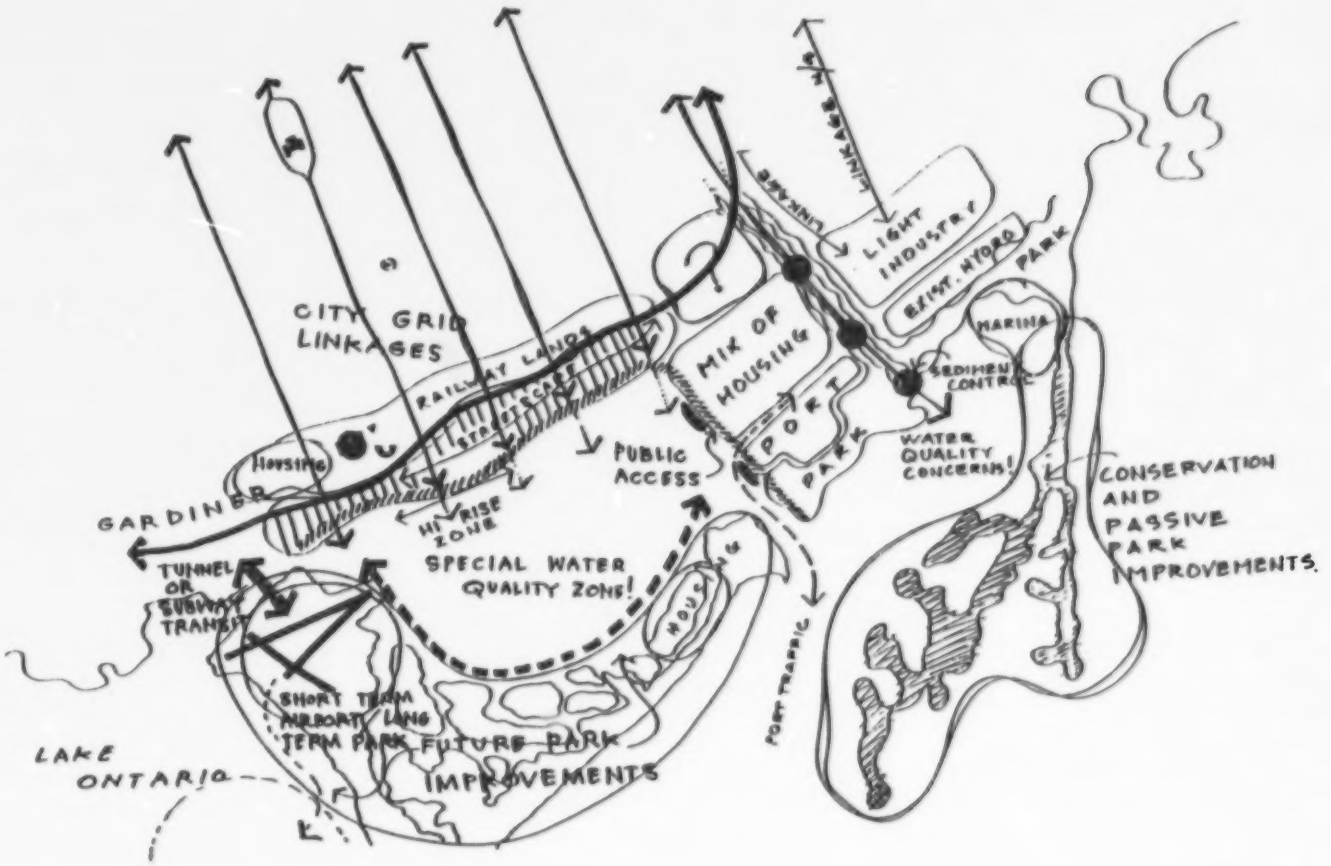
3. Land uses in the Port Lands would be refocussed through the extension of the Don River. Light industrial uses would be included as well as a mix of housing types. Port activities would be centred in the southwest section.

4. Transportation improvements would include the phasing out of the Gardiner Expressway and its retention in a cut and tunnel; Lakeshore Boulevard and Queen's Quay would be improved to distribute traffic throughout the waterfront and business district.

5. The LRT would extend the length of Queen's Quay and extension of the subway from Union Station would be brought to the waterfront.

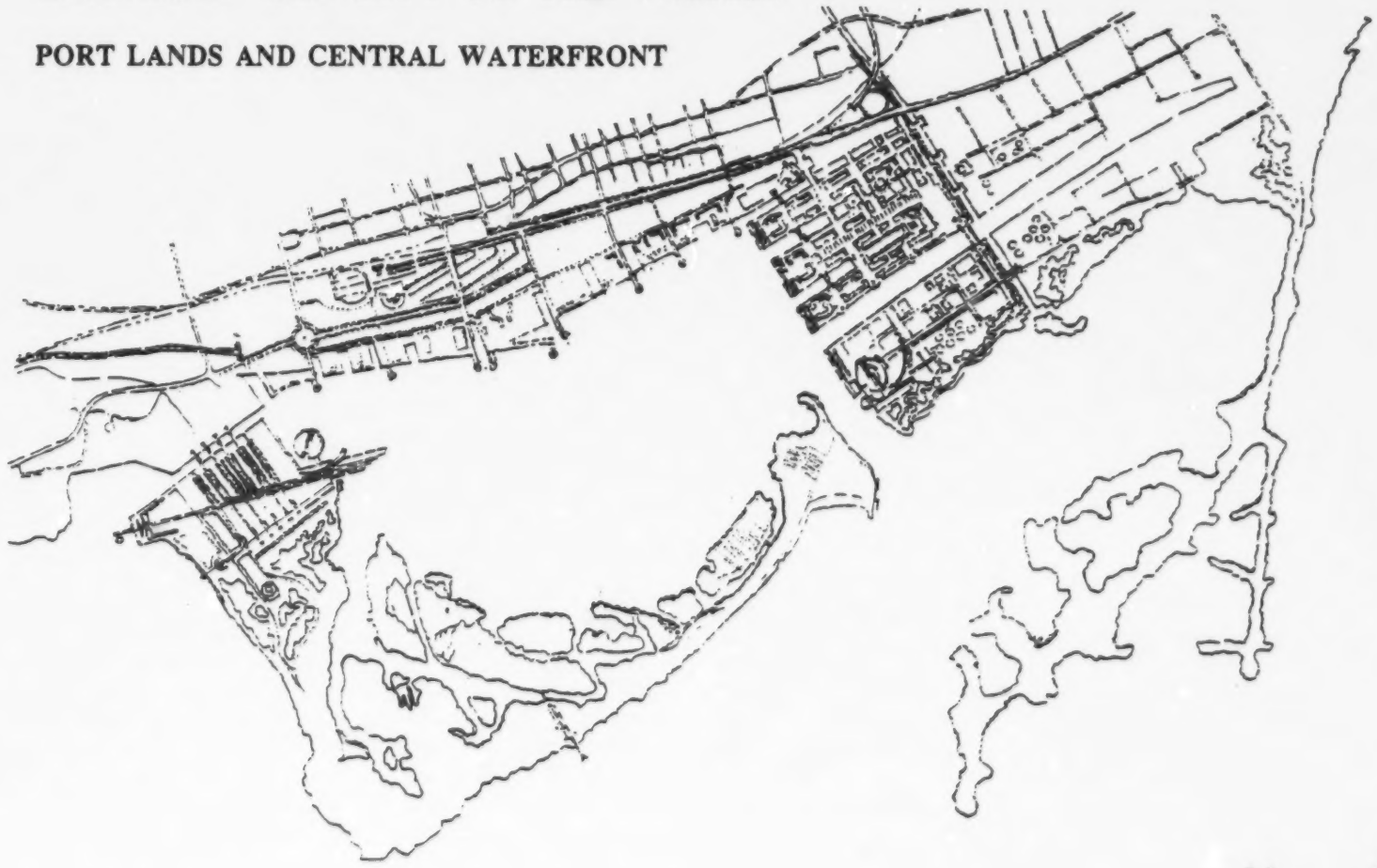
6. Residential uses are intended for the East Bayfront and Harbourfront infill sites but at a lower scale and density in comparison to existing residential development.

7. North/South linkages between the waterfront and the business district would be encouraged to continue the historical street grid pattern and bring the city to the water.



BRINGING THE CITY TO THE WATER

PORT LANDS AND CENTRAL WATERFRONT



8. Public access and open spaces would be incorporated in all new developments and along the Port Land water edge.

9. The Inner Harbour would be recognized as a special water quality zone with the necessary environmental controls on redevelopment to ensure a high standard of water quality.

THE GREEN IDEA

Toronto enjoys an unique setting on the north bank of Lake Ontario in a rich variety of natural environments which includes river valleys, bluffs, beaches, islands and landfill spits. Portions of this waterfront have been heavily utilized and urbanization has obliterated the natural environment. In some cases this has been replaced by bulkheading and crowded development which obstructs public view and access and in others causes degradation of water quality and visual blight. On the other hand, the majority of the waterfront is undeveloped and in several instances presents natural environments that are rare for urban regions. The objective of "The Green Idea" is to articulate the opportunity and advantages of an open space system that links environmental conservation and recreation throughout the region. The most significant elements of this system include a variety of green spaces:

- Leslie Street Spit - environmental conservation area;
- Toronto Islands - passive recreation park;
- Portlands South Shore - beach;
- Don River Corridor - linear park;

- Central Waterfront - esplanade/urban waterfront;
- Downtown - streetscaped linkages with lake;
- Downtown parks, boulevards and new plazas;

The Green Idea is the compelling ethic that governs whether the next century of Toronto's growth supports a humane environment or not.

TRANSPORTATION STRATEGY

Public Transit

The critical links in developing a balanced transportation system for the Toronto Central Waterfront are extended transit routes. The Harbourfront streetcar should be extended along Spadina Avenue and east and west along Queen's Quay and Lakeshore Boulevard to Etobicoke and Greenwood. A second short term improvement could be more frequent GO service on the Lakeshore. A water shuttle similar to the Venice *vaporetto* should connect the ferry docks, Harbourfront and Ontario Place.

In the medium term, the streetcar could be extended to serve the Toronto Island Airport and its successor uses. A GO station should be established near Parliament Street to intercept non-core commuters and the *vaporetto* could be extended to the East Bayfront and the Old Portlands as these areas develop. Finally, subway extensions may be appropriate in the longterm in the Spadina corridor and extending the Yonge line to the harbour.

Streets and Roads

All planning and development for the Central Waterfront should contemplate and facilitate the eventual removal of the elevated portion of the Gardiner Expressway between Bathurst and Parliament streets. The structure east of the Don River should be removed in the short term and replaced with an at-grade boulevard. In the future, the central section can be replaced with an eight lane at-grade boulevard (similar to University Avenue) and a four-six lane below-grade section combining an open cut and tunnel. The 200-300 foot right of way should be used to ensure that construction congestion is minimized.

Portlands / Central Waterfront

1) East/West movement through the Corridor
2) North/South linkages between the waterfront and business district
3) Remaining infill development opportunities in Harbourfront
4) Reuse of the East Bayfront.

1. East/West Movement

It is recommended that the Gardiner Expressway be placed in a cut and underground tunnel from Bathurst to Parliament. This would create a eight lane boulevard like University Boulevard which would pass through the Corridor. An on grade Lakeshore Boulevard would be used to accommodate traffic movement into the business district and waterfront. Queen's Quay would serve as a secondary corridor with appropriate pedestrian amenities and landscaping. The Harbourfront LRT would be extended in an easterly direction to Cherry Street and, when constructed, the Spadina subway would have a Light Rail connection to the Toronto Harbour Island serving a relocated airport.

2. North/South Linkages

The present street grid system would be extended over the new Gardiner Tunnel connecting the waterfront with the business district at Bathurst, Spadina, Bay, York and Parliament. These linkages should extend beyond the water's edge with a strong focal point, a ship or monument piece, to draw one's attention to the Inner Harbour.

3. Remaining Harbourfront Development Opportunities

It is critical that the remaining infill development at Harbourfront be at a reduced density and scale with more coordinated open space and recreation areas. Those development areas north of Harbourfront should be reserved for affordable housing and incorporate a strong urban design process in their master planning.

4. East Bayfront

This is a transition area which will undergo development pressure as the adjacent port lands are redeveloped and Harbourfront built out. The area should be reserved for a mix of housing types, both market and affordable. Attention should be paid to the provision of density and scale as well as adequate provision for open space.

RECOMMENDATIONS

General:
- Improve functional and visual linkage between Downtown and the Waterfront;
- Depress downtown section of Gardiner; Expressway in a cut and tunnel and create new Boulevard at grade;
- Maximize public open space at all waterfronts and create linkages to regional system;
- Improve water quality in the Inner Harbour;
- Improve streetscape after Queen's Quay;
- Establish continuous public landscape at the water's edge.

Portlands:
- Consolidate Port activities to the southwest sector of Port Lands and encourage shipping;
- Develop the balance of Port Lands as a mixed use community of market and affordable housing along with light industry.

Don River:
- Re-route the Don River to exit directly into the outer harbour after extraction of sediments.

Airport:
- Plan relocation of the Island Airport. Utilize airport site for active recreational and a major cultural facility;
- Extend light rail system to give access to new airport. Station stop at northwest end of island.

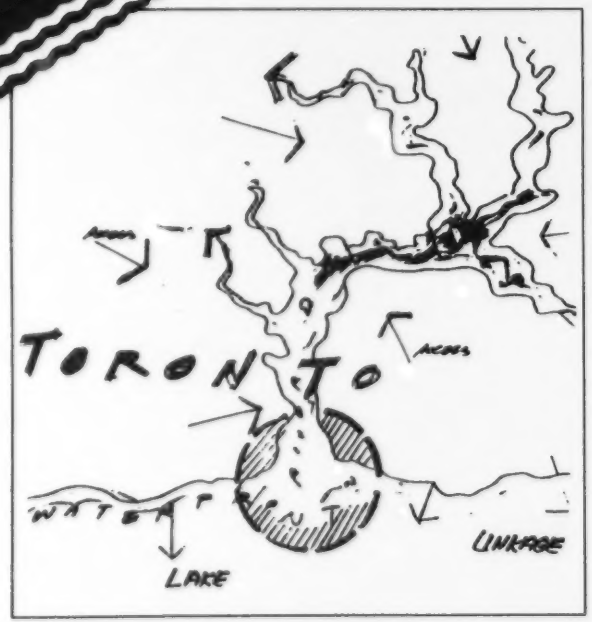
Toronto Islands and Spit:
- Enhance conservation on Toronto Islands and provide facilities for passive recreation;
- Designate Leslie Street Spit an environmental resource for conservation, passive recreation and research.

Central Waterfront:
- Limit high density and high rise construction to that which exists at the Central Waterfront;
- Delete Gardiner Expressway east of the Don River to Leslie Street; create on grade boulevard;
- Retain grain silos as heritage features and encourage conser vation and adaptive reuse on site;
- Provide facilities for active recreation and cultural programmes for residents in Central Waterfront;
- Establish and enforce new standards for urban design and landscape at the waterfront.

Implementation:
Adopt framework for the whole area, identify projects and set standards for quality.

First priorities:
- Gardiner Expressway modifications;
- Develop Portlands master plan and implement first phase housing;
- Queen's Quay streetscape from Spadina to Parliament to be exemplary waterfront boulevard.

4 LOWER DON VALLEY



Lower Don River Valley

The study area takes in the Don River Valley from south of Pottery Road to the Waterfront industrial lands at the mouth of the Don at Keating Channel and the Port Lands Industrial Area.

MAJOR ISSUES FOR THE AREA

- extensive barriers between the Toronto Waterfront, and adjacent residential neighbourhoods and the Don River Valley;
- over-riding problems of environmental quality;
- the dominance of road and rail transportation systems; and
- an industry-dominated character.

MAJOR PROBLEMS

The Brickyards-Pottery Road:

- poor access to major open space areas which still retain a bucolic character unique to the City's ravine system.

Riverdale Park:

- the need for major landscape improvements;
- the area's lack of spatial definition because of the domi nance of the road and rail systems;
- inadequate public accessibility to the lower sections of the River Valley.

Bayview (the gauntlet):

- the constrictions of the Valley and dominance of road and rail systems block off any meaningful connection between the Don River Valley and the Waterfront;
- a utilitarian landscape overdominated by road and rail lines results in a lack of green space and poor links between adjacent residential areas and the Don River.

Ataratiri:

- a chaotic conjunction of impenetrable roads, rail tracks, embankments, cuts, power and industrial buildings at the Mouth of the Don;
- the Richmond-Adelaide flyover cuts off the future Ataratiri Community from the adjacent urban fabric to the North;
- because of the railroad lines to the South and East, the new residential district is forced to turn its back on the Waterfront;
- the Don Valley Parkway, Railroad and River prevent effective local street connections between neighbourhoods on the West and East sides of the Don Valley.

The Port:

- city residents lack a positive identification with the Port Industrial District;
- because of limited vehicular, pedestrian and visual access, there is a poor awareness of the presence of Lake Ontario;
- the Port Area continues to be an essential component on the Toronto Waterfront, but needs to be better integrated via a comprehensive program of improving public access and recreational use of the Lake Ontario.

RECOMMENDATIONS

This overall role for the Lower Don River Valley is that of a window to the Eastern Waterfront for City residents and visitors arriving from the East and North. The design concept links the Waterfront at the Valley by a new sequence of open spaces. It enhances the experience of reaching the Waterfront and entering Toronto from the natural, bucolic areas of the north valleys, to a more "formal" treatment along the artificially straightened river and the more urban areas, to an appropriate "catharsis" of the water in the industrial park.

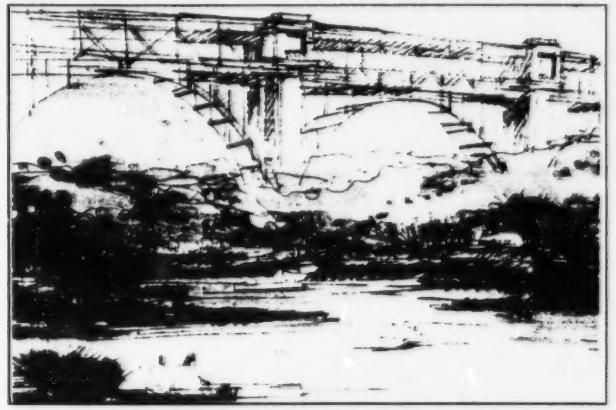
The two focal points of the entrance into the city and the waterfront are the circular Earth Mound and the circular pool in the middle of the industrial area, connected with a direct tree-flanked pedestrian walk and a network of other roads and planted boulevards. The mound would be called Wonscoteonoch, in recognition of the Don's aboriginal name and the native culture that thrived along it.

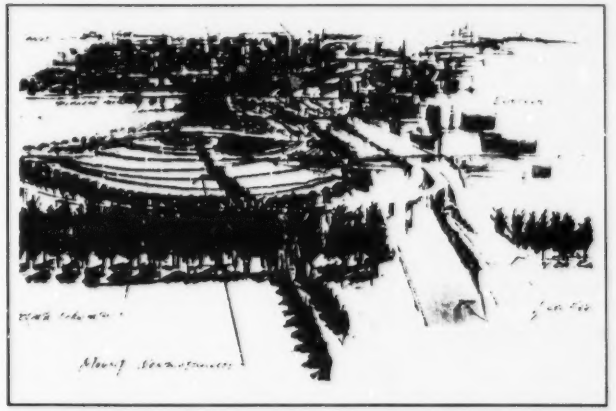
Brickyards-Pottery Road:

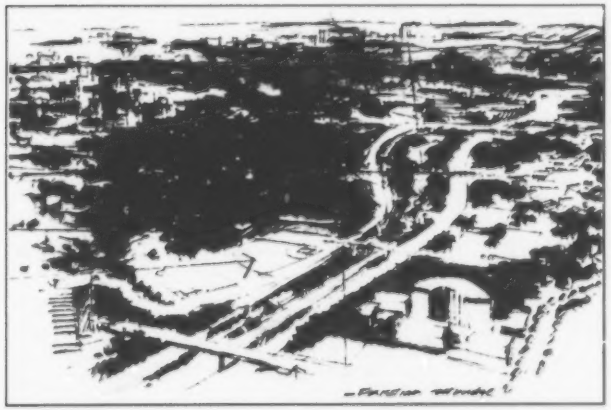
- the establishment in the Quarry Area (north of the Danforth) of a Botanical Centre which would house displays, day-use facilities and a research centre geared to the study of species representing the major botanical regimes in North America;
- an integrated hiking and bicycle system in the Don Valley which interconnects the Botanical Complex with the Mouth of the Don and the Toronto Waterfront System;
- the creation of a centre in the valley under the theme of the area's nineteenth century rural activities including the reconstruction of historic buildings and former field systems.

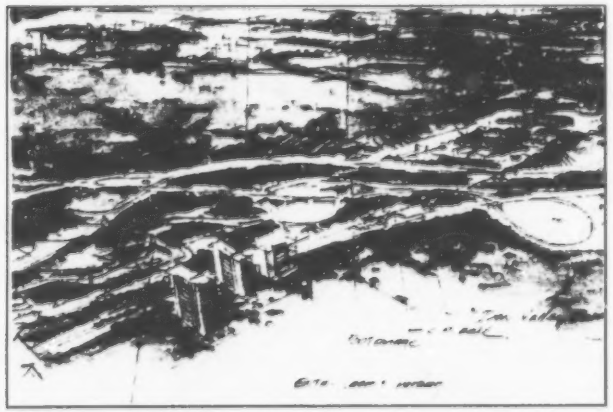
Riverdale Park:

- new continuous path system linking the city with the Valley floor;
- new footbridge/bike path connection from East Riverdale Park to the Don River;
- installation of pedestrian connection from existing foot bridge to the Don River;









- development of a new informal planting system along East Riverdale Park to soften the impact of the Don Valley Parkway.

Bayview (the gauntlet):

- creation of a public park on the blocks of land between River Street and Bayview with pedestrian connections to the Don River;
- a co-ordinated landscape on both sides of the cut between Gerrard and Queen Streets;
- changing Bayview Avenue into a two-lane park drive with a boulevard landscape extending south the to the new circular park;
- development of River Street as a tree-lined boulevard and its extension south to the new circular park.

Ataratiri:

- the focal point of the Lower Don River Valley Area would be a circular landscape mound park (Wonscoteonoch) over the railroad and under the Gardiner. This pedestrian link would provide a focalpoint for the entrance to the City and the Waterfront. It would create a new connection between the Ataratiri Area and the boulevards with the Toronto Waterfront; and be a major force in reintegrating this section of the city with the Lake;
- reconnect Eastern Avenue across the Don to link Ataratiri to South Riverdale;
- extend a new street-car route from Downtown on Eastern Avenue across the Don.

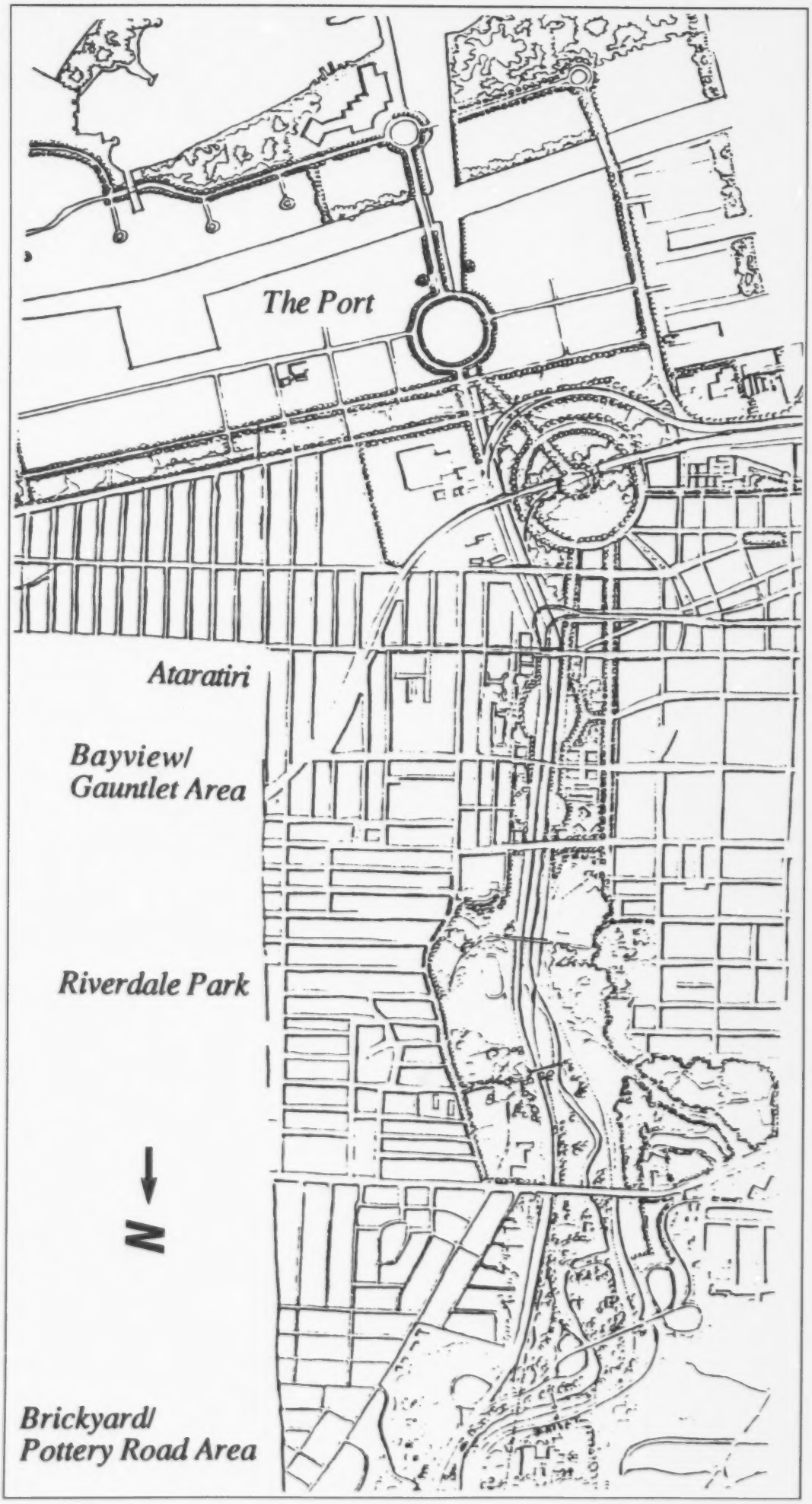
The Port:

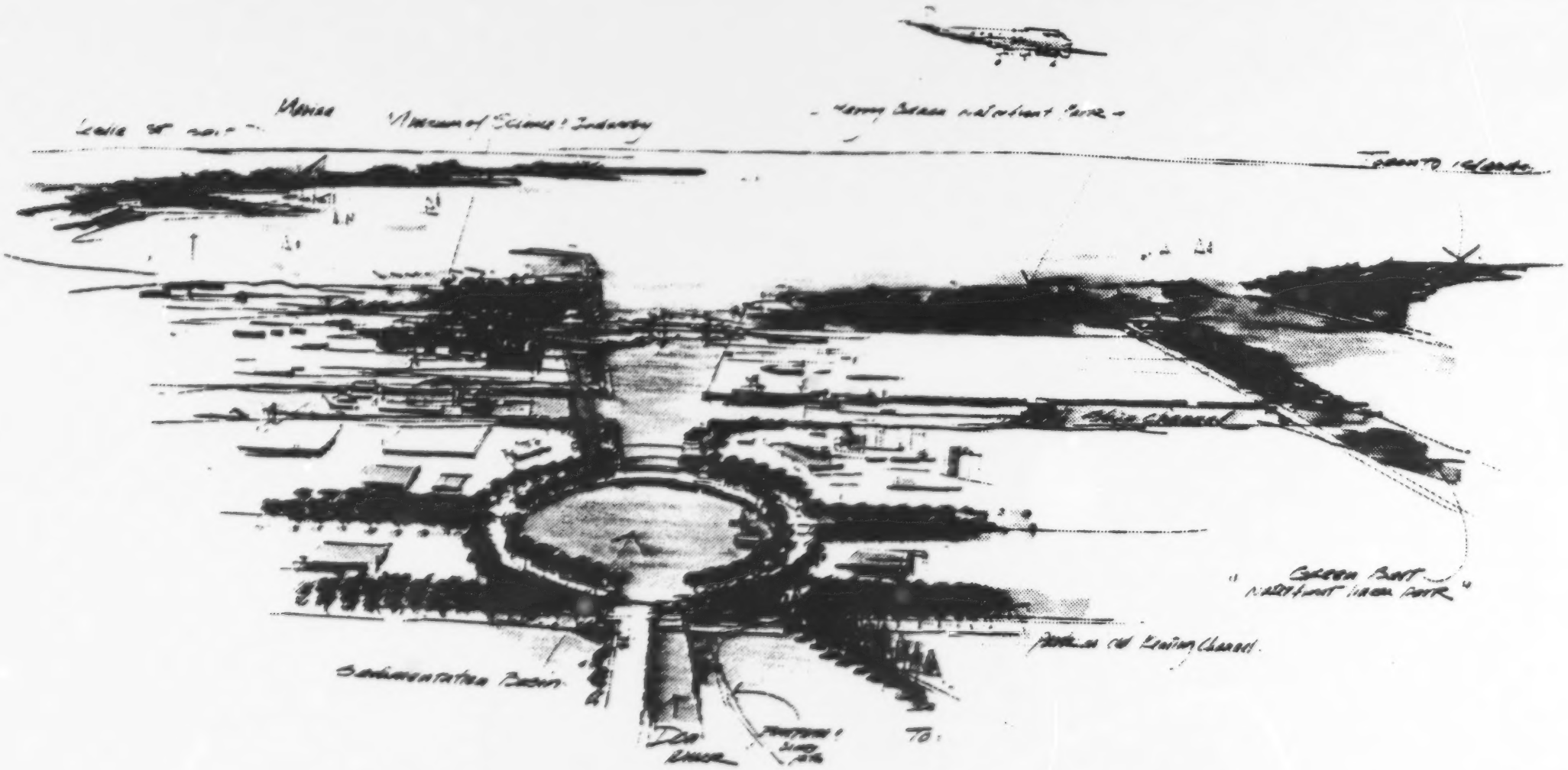
- the Don River should be revitalized and extended to the Lake via a new channel;
- the Don Valley Parkway should be continued as a tree-lined boulevard to the lakefront;
- a consolidated industrial district should be designated; it should have clearly articulated site design guidelines;
- priority should be given to the retention and attraction of compatible water dependent industries;
- visually prominent industrial forms such as the structures of the Victory Soya Mills, Redpath Sugar and Canada Cement should be maintained and highlighted as keys to Toronto's historic port industries;
- realignment of the Richmond/Adelaide flyover so the north section of Ataratiri can be integrated with the rest of the neighbourhood to the south;

- a special purpose district should be established on the inner harbour featuring water dependent industrial related uses;
- the Keating Channel should be filled, the eastern leg of the Gardiner removed and a new linear park developed adjacent to a realigned Lake Shore Boulevard. This new linear park would become a buffer between the Eastern Avenue residen tial area and the Port Industrial District;
- the water edge should be made accessible to the public along the lake and the Inner Harbour. The Cherry Beach area should be expanded into a waterfront park anchored by a major museum of industry;
- a new visitor centre should be established at the Cherry Street entrance to the Port;
- a tour-boat/ferry base should be established which would link the Port Area with the CBD and the Toronto Islands;
- new high density residential areas should be developed between the ship channel and the lake.

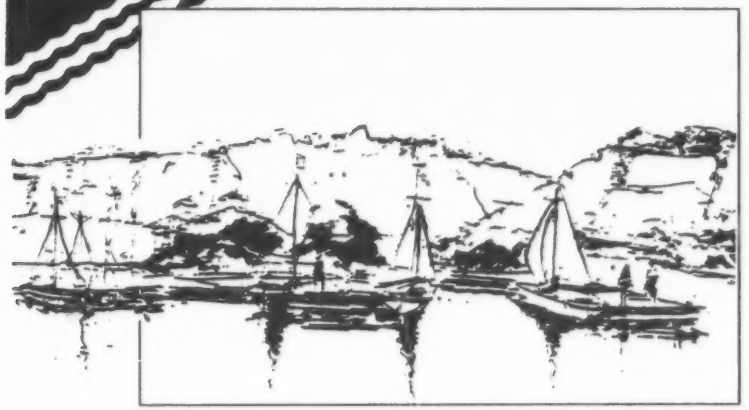
CONCLUSION

In addition to the various proposals put forward, the Study Team wants to express its recognition of the important requirement to improve the overall environmental quality of the Don River Valley so that it once again plays a meaningful recreational role in the city's waterfront system.


The Port
Ataratiri
Bayview/
Gauntlet Area
Riverdale Park
N
Brickyard/
Pottery Road Area



5 EASTERN BEACHES / SCARBOROUGH WATERFRONT



Eastern Beaches/Scarborough Waterfront

INTRODUCTION

The Eastern Beaches/Scarborough Waterfront is a valuable but neglected resource of enormous local and regional significance. This 20 kilometre stretch from Leslie Street to the Rouge River Valley includes areas of intensive use but remains one of the largest areas of lakefront close to downtown Toronto with limited access from the land. The Scarborough portion is distinctive: it offers two perspectives on the lake - along the water's edge and from the tablelands above and includes an area of particular geological significance with its own distinct communities of plants, birds and animals. It has also its own distinct cultural history and well-established residential communities.

There are also three distinctive geographical zones -- the Beaches bordering downtown Toronto, the Scarborough Bluffs, and the Port Union area (the open coastal plain extending east to the Rouge River Valley) but they share a common need for policies that:

- are environmentally sound
- heighten awareness
- promote accessibility
- coordinate development
- meet demands for recreational space
- encourage a range of affordable activities
- ensure flexibility

CHALLENGES AND OPPORTUNITIES

Environmental:
Many of the management problems can only be resolved within the context of regional, national and international policies for the enhancement of air and water quality. However, many of the environmental issues are amenable to local control. The impact of human activities on the natural environment is evident throughout the area. Residential, commercial and industrial uses condition the distribution of wildlife. Storm sewers and sewage treatment influence water quality. Erosion control to protect economic investment on the tablelands and groynes to support beaches are displacing the natural towers of the Bluffs with a broader, green, vegetated zone. But these same measures to reduce erosion limit the availability of material carried along the shore and hinder beach formation.
Elsewhere, extensive areas of landfill have created marinas and parks, but reduce scour along the lakeshore. The challenge is how to maintain the environmental integrity of the area and at the same time meet the continuing (increasing) need for local and regional recreational use in the coastal zone.

Access/Open Space/Recreation:
With the notable exception of the Beaches, with its extensive walkways and sandy beaches, development along the

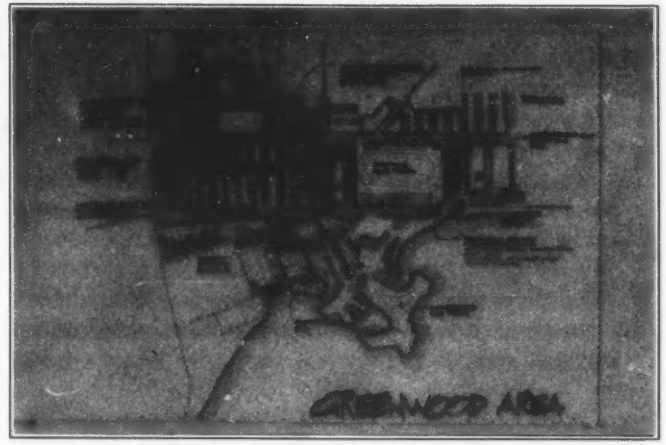
waterfront of the Scarborough Bluffs has occurred with little regard for the lakefront. Few private properties not bordering directly onto the lake afford a view of the water and few locations on the lake offer aperspective of the spectacular coastal scenery. Even a short distance inland evidence of Lake Ontario is slight: there are few perspectives onto the water and no signposting. Residential areas within the area are fragmented by roads and rail lines. Regional and national highways channel activity through and away from the area rather than linking the population to the waterfront. The lakefront offers an opportunity and a challenge to enhance accessibility and promote linkages between local and regional communities and within the coastal zone itself.

Land Use:
The pattern of residential, commercial, industrial, institutional, recreational and other uses of land in the Eastern Beaches mirrors the changing demands and needs of area residents. Current changes in the area, including changing population densities and age structures, new housing requirements and new lifestyle patterns, are exerting new land use demands on the area. At the same time, the decline of traditional industrial activities, the stabilization of coastal lands and improved regional and local access is releasing new areas for public and private use. The challenge is to reconcile competing uses and balance competing needs.

Cultural Amenities:
Despite substantial investment in the Eastern Beaches/Scarborough Waterfront to secure the shoreland and promote its use, there are few educational and information facilities to encourage appreciation of the area's unique physical and historical characteristics, nor has the artistic community including artists and architects been tapped to use their skills to develop infrastructure whether stairways, lookouts, street furniture, signs or bridges. The challenge is to extend the use of existing resources and to use the arts to enhance the existing attributes of the area and add their own special contribution to its development.

Economic:
The Eastern Beaches/Scarborough Waterfront offers an array of opportunities to meet environmental and human needs. It offers a particular opportunity to promote sustainable development; development which is at once economically viable and respectful of environmental conditions. Recreational activities and open spaces meet market needs and generate jobs and income. The challenge is to meet this goal: to use market forces to guide development but to retain flexibility to meet future needs.

Political:
The ability to seize the opportunities offered by the Eastern Beaches/Scarborough Waterfront is ultimately dependent on political will backed by adequate funding. The continued absence of leadership amounts to setting priorities by default. This risks community alienation, fragmented growth, and environmental neglect. There is more evidence of common purpose than conflicting goals. As an initial move to express a common purpose:



All involved parties should accept the principle that:
The lake edge is a regionally significant recreational resource. Wherever possible it should be publicly accessible and designed to meet the need for as wide a variety of recreational and open space needs as possible, consistent with environmental criteria and community objectives. A series of specific recommendations are presented to this end.

GENERAL RECOMMENDATIONS

Planning:
- A comprehensive plan for the waterfront is needed. The City of Scarborough should develop a plan for the Scarborough sector. In formulating this plan, the authorities should con sult fully with community groups and other government agencies. This plan should meet the recommendations of a new Metro Waterfront Master Plan.

Environmental:
- Further lakefilling should only occur subject to full environmental review.
- Development of the lakeshore should include provision for the continuation of natural coastal erosion in the spires region.
- The evolving pattern of flora and fauna on the protected bluffs and on the meadows of the tablelands deserve careful ecological management.

Access/Open Space/Recreation:
- Development of regional recreational facilities should centre on those areas most accessible by public transport (in those areas west and south of the Greenwood Racetrack and adjacent to the Rouge Hill GO station).
- Recreational and interpretational nodes between the two key regional facilities should be developed to meet local, community needs.
- There is a need to increase and strengthen north-south access from the residential and commercial areas to the lakeshore and to coordinate transit and parking facilities that afford better access to the Bluffs.

Land Use:
- Predominant new uses should be primarily residential, especially in these areas immediately west and south of Greenwood Racetrack and adjacent to the GO system at Port Union.
- Redevelopment plans for Kingston Road should encourage the break-up of the existing commercial strip development with residential infill.
- The Kingston Road corridor needs to be studied as a whole and guidelines developed.

SITE SPECIFIC RECOMMENDATIONS

The Urban Beaches/Greenwood Area:
- All new development should be consistent with the existing character and density of this area. Should the need arise, any increased densities should occur only where the necessary transportation infrastructure is provided.
- Public transportation infrastructure should be improved. The Light Rail Transit system should be extended to Greenwood Racetrack and streetcar linkages should be made to the existing Queen Street and proposed Kingston Road streetcar lines.
- In the Leslie Street area around Greenwood Racetrack, efforts should be made to extend the residential areas to the waterfront and to extend the waterfront into the community. Efforts should be made to improve the retail character of Queen Street in this area.
- A parking structure should be built on Greenwood Racetrack property to relieve existing pressure on this area.
- Greenwood Racetrack should be retained and enhanced as an urban environment, for example, through beautification.

The Bluffs:
- A concerted campaign is required to raise public awareness of this recreational area. As an initial move this should include preparation of a brochure outlining existing public

facilities including parks, lookouts, and trails.

- A long-term strategy to publicize the recreational and aesthetic value of the Bluffs should include: development of a logo for use in signposting; a full system of sign posting; and street banners (as for example along the Kingsway).

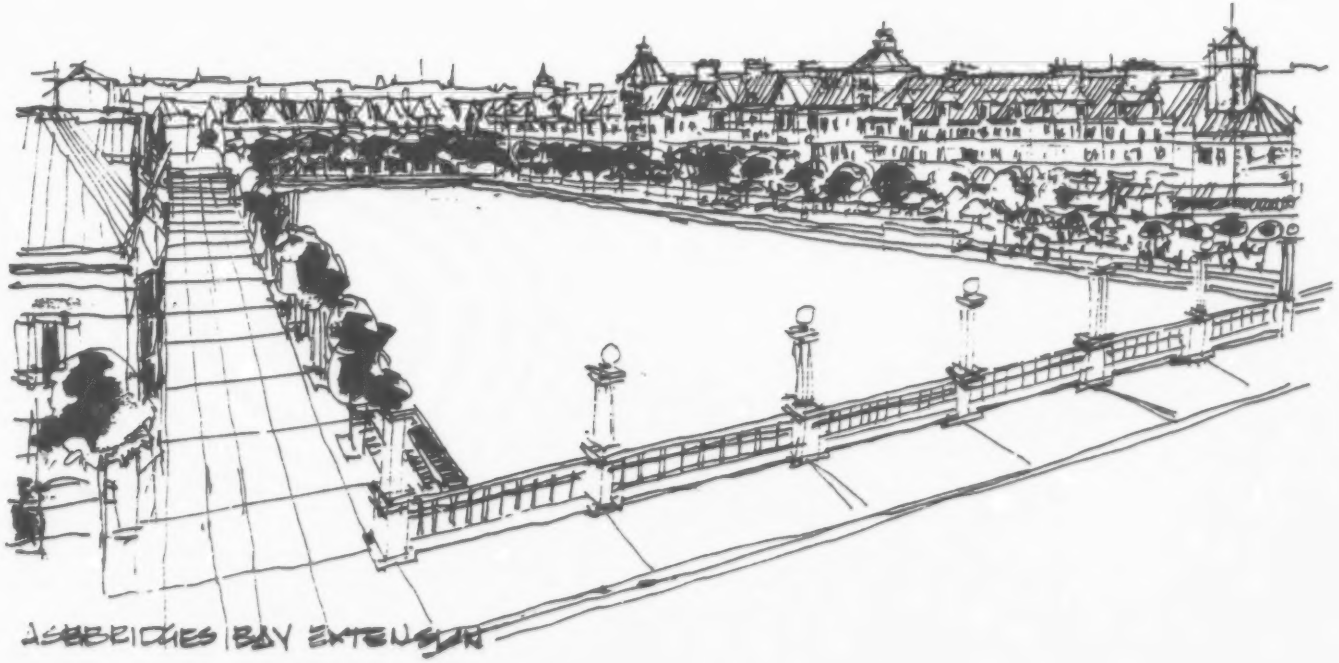
- Access to the two levels of the Bluffs -- the water's edge and the tablelands should be improved while retaining the existing character of its neighbourhoods on the tablelands.

- A continuous trail should be completed along the lower level of the Bluffs from the Don to the Rouge River.

- Vehicular access to the water's edge should be limited to Bluffer's Park.

- In retaining the Spires as a natural phenomenon the possibility of constructing a boardwalk or a water taxi link between paths on each side of the base of the Spires should be explored.

- A full educational and interpretive system for the Bluffs should be put in place including signs and interpretive data on the flora and fauna. This system should include five stepped linkages to connect existing parks on the tablelands to the water's edge. These should be established at:



- R. C. Harris Filtration Plant ("the 100 steps")
- Rosetta McClain Gardens
- Cudia Park
- Guildwood Park
- East Point Park

In addition the arts community should be involved in developing signposting, urban design guidelines, and street banners, stairs and outlooks, and street furniture. Local and international arts competitions should be encouraged.

- The fuller use of the Guild Inn property as a public facility should be investigated, including the potential of the coastal plain below. This should include consideration of a top-class restaurant, and development of a school/college education centre. Specific attention to a public/private partnership should be explored.

- To preserve the Bluff skyline: no construction more than 3 stories high should be permitted within 300 metres of the edge of the Bluffs. Development inland beyond this zone should meet strict design standards.

- Use of easements should be explored. For example, path ways or rights-of-way through the Saint Augustine Seminary lands should be used to promote contact between the Scarborough community and the Bluffs.

- In further phases, this area could be developed as additional low rise, high density housing and a transfer station for the proposed Kingston Road LRT extension and Queen Street lines, combining the station with shopping concourses, decked parking, offices, and residential structures.

Port Union Area:

- A regional park should be developed with entry to the region at Port Union introducing a coordinated recreation zone extending from the Bluffs to the Rouge River. The park entry should be developed as part of a community centre. This centre should include commercial and residential services and higher density residential development. The centre should incorporate the GO station and adequate parking structures to serve the need of commuters, visitors and local commercial activities.

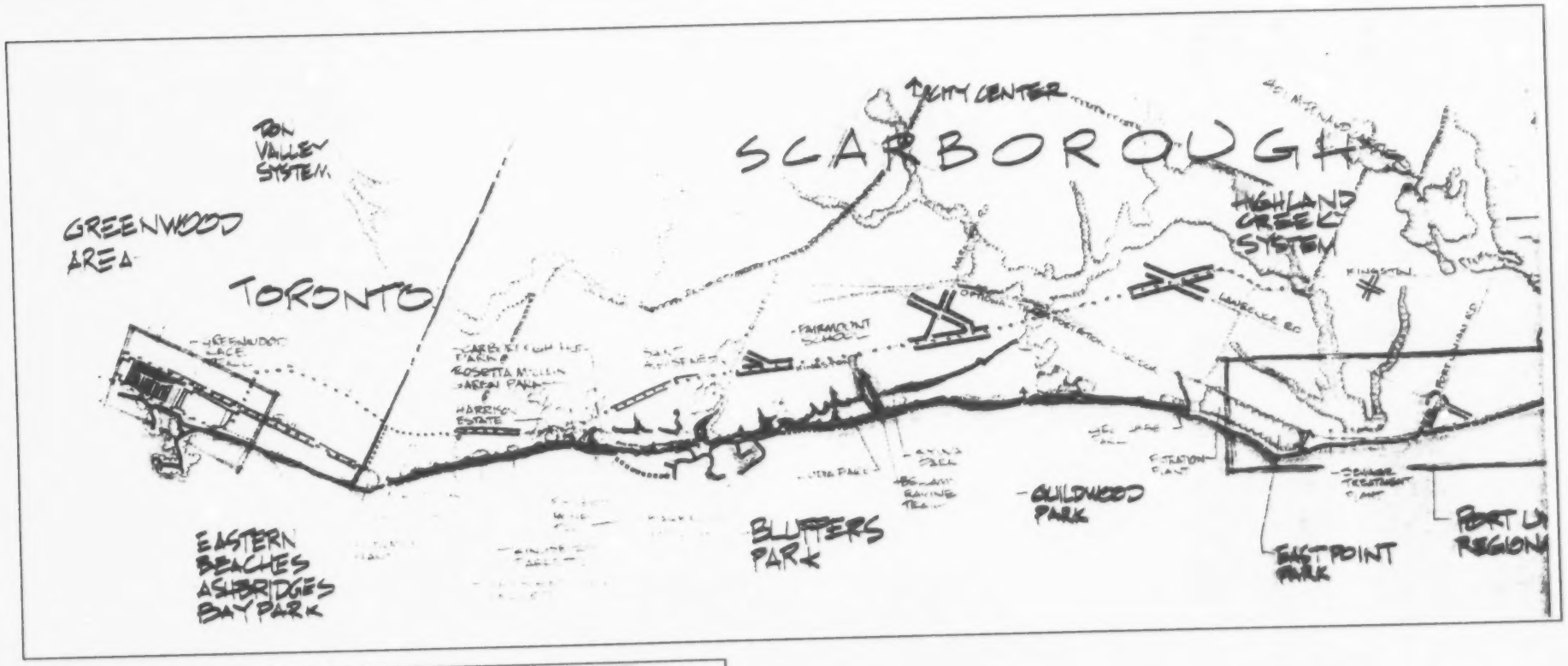
- Low density residential areas should be extended onto industrial lands as this land can be acquired. Where the necessary transportation infrastructure exists, for example, near the GO Train system, higher density housing and local commercial development should be permitted. All non-recreational land development should be limited to those areas north of the railway line.

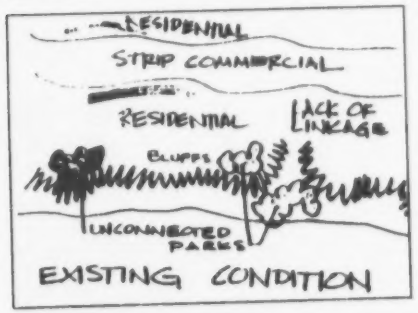
- An Orientation Centre explaining the cultural and natural history of the area should be developed at Port Union with programs coordinating facilities at the East Point Park (for bluff and lake ecology) and at the Rouge River (for river ecology and archaeology). The feasibility of a history vessel maritime centre docked at the Port Union waterfront should be considered.

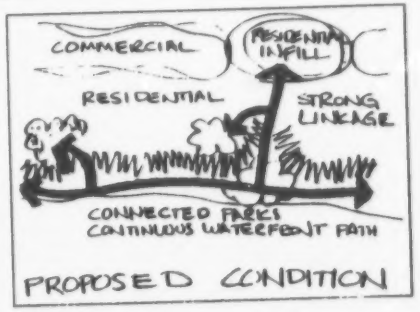
- There is need for a comprehensive Rouge River Park Plan to preserve the existing natural and cultural attributes of the area. Any intensive land use development for recreation should be limited to the upper reaches of the valley.

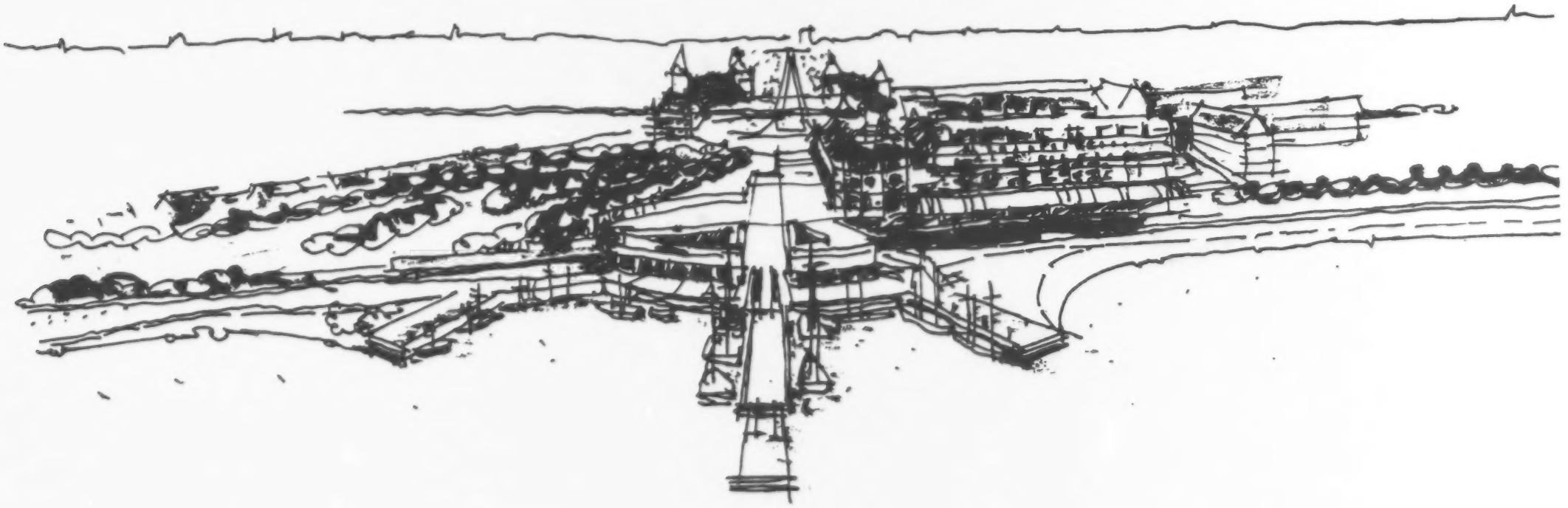
- A park and marina should be developed at East Point to serve as the major regional entry point to the Bluffs' park system. Areas should be set aside for recreation (playing fields, hiking trails, and sailing facilities) and education (aquatic ecology displays, trail orientation, amphitheatre).

- There is an overall, long-term need to encourage a linking of existing residential communities throughout the Scarborough Waterfront, along the water's edge and through the existing open spaces such as the Rouge Valley, Highland Park, and the Don Valley.


DON VALLEY SYSTEM
GREENWOOD AREA
TORONTO
SCARBOROUGH
CITY CENTER
HIGHLAND CREEK SYSTEM
EASTERN BEACHES ASHBRIDGES BAY PARK
BLUFFERS PARK
GUILDWOOD PARK
EAST POINT PARK


RESIDENTIAL
STRIP COMMERCIAL
RESIDENTIAL
LACK OF LINKAGE
BLUFFS
UNCONNECTED PARKS
EXISTING CONDITION


COMMERCIAL
RESIDENTIAL INFILL
RESIDENTIAL
STRONG LINKAGE
CONNECTED PARKS
CONTINUOUS WATERFRONT PATH
PROPOSED CONDITION



FORT UNION